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ABSTRACT

A study confirmed that Laubach Literacy Action (LLA) and Literacy Volunteers of America (LVA) remain the primary national providers of volunteer-based literacy instruction. Both organizations provide basic literacy instruction and beginning instruction in English as a Second Language on a one-to-one or small-group basis by tutors. Each organization has developed its own formal training program for tutors and its own training methods and materials. LLA and LVA programs are often considered the outreach arm of the adult education system. As of 1990, LLA reported 98,271 volunteer tutors serving 147,087 adult learners through 1,023 local LLA councils in 45 states. As of 1991, LVA reported 51,437 volunteers serving 52,338 adult learners through 434 state and local LVA affiliate programs in 41 states. The instructional approaches of both organizations are firmly grounded in phonics; however, both organizations incorporate other teaching approaches and tools to meet students' individual goals and interests. Of LLA's $8.7 million annual budget for 1990, $7.5 million came from the sale of LLA publications. Forty percent of the LVA national budget of $2.2 million came from the sale of LVA publications. (Case studies of a state LLA program, a state LVA program, and three local programs of each organization are appended.) (MN)

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THE MAJOR NATIONAL ADULT LITERACY VOLUNTEER ORGANIZATIONS

A Descriptive Review

Final Report

Ellen Tenenbaum
William Strang

Westat, Inc.

1992

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Ellen Tenenbaum
William Strang

Rockville, MD, 1992

EXECUTIVE SUMMARY

Volunteers are assuming increasingly important roles in educational institutions across the country, particularly in adult education and literacy. The primary providers of adult literacy and basic skills education in the United States are the federally funded, state-administered adult education programs, and the two major national volunteer literacy organizations, Laubach Literacy Action (LLA) and Literacy Volunteers of America (LVA).

The Adult Education Act of 1966 is the major federal source of funding for adult education programs. The Act has spurred the growth of adult education, in terms of both program expansion and the training of professionals. Student enrollment in adult education reached 3.6 million in 1990, compared with 389,000 in 1967. Federal funding for the states' adult education programs has increased from $26 million in 1967 to $255 million in FY 1993.

Adult education students may enroll in classes in (1) Adult Basic Education (ABE) for literacy and math instruction at or below a 6th or 7th grade level; (2) Adult Secondary Education (ASE), usually in preparation for the General Equivalency Diploma (GED) test, a nationally recognized equivalent to the high school diploma; or (3) English as a Second Language (ESL) class for non-native speakers for English. Adult education programs are most commonly administered by public school districts, and are typically taught by certified teachers who teach adult education on a part-time basis, assisted by volunteer classroom aides. However, the adult education programs rely heavily on volunteers (over 90,000) to provide direct instruction and program support.

Literacy volunteer organizations. Laubach Literacy Action (LLA) and Literacy Volunteers of America (LVA) are the primary national providers of volunteer-based literacy instruction. Between LLA and LVA, about 150,000 volunteers are actively tutoring or providing administrative support. Basic literacy instruction and beginning ESL instruction are provided on a one-to-one or small-group basis by tutors trained through the formal LLA or LVA tutor training sequence. In fact, many adult education staff of state-administered programs are using the LLA or LVA methods and materials. The two nonprofit organizations administer educational programs in a combined total of over 1,400 localities spanning nearly all states. These programs are often considered the outreach arm of the adult education system, providing individual instruction at the beginning stages of the continuum of learning.

The U.S. Department of Education recognized the need to learn more about the literacy volunteer programs currently in place that promote adult literacy through tutor recruitment, training, and teaching. A

descriptive profile of Laubach Literacy Action and Literacy Volunteers of America was undertaken because there had been few descriptive or evaluative studies conducted on the use of volunteers in adult literacy programs. Little was known about volunteers' qualifications, training, or experience in tutoring adults. Further, little was known about the operations of volunteer-based adult literacy programs, or about exemplary elements and components of effective programs.

Methodology. This project began with a review of relevant literature on volunteers in adult literacy education. The organization and operations of both LLA and LVA were studied during a visit to Syracuse, New York, where both national offices are located. LLA and LVA subsequently suggested a number of active local programs to observe. These were programs known for maintaining systematic data, having a sizeable number of active tutor/learner matches, and implementing effective practices in recruiting, training, and supporting volunteers. Six local literacy volunteer organizations were selected for their geographic, demographic, and programmatic diversity:

- LVA-Stamford/Greenwich, Connecticut, and LVA-Connecticut, the state office in Hartford.
- LVA-Rochester, New York.
- LVA-Lancaster/Lebanon, Pennsylvania.
- The Glendale (California) YWCA Literacy Council (LLA), and California Literacy, Inc., the LLA state literacy office in San Gabriel, California.
- YMCA Operation Mainstream, New Orleans, Louisiana (LLA).
- Opportunity for Adult Reading, Cleveland, Tennessee (LLA).

Site visits were made to these programs during September and October 1991. The case study reports describing their organizations and practices constitute Part 2 of this report.

Highlights of the National Organizations

Laubach Literacy Action (LLA) was established in 1968 in Syracuse, New York, by Frank C. Laubach, leader of the international literacy movement and founder of Laubach Literacy International in 1955. Laubach Literacy Action was formalized to bring together volunteer literacy efforts within the United States.

As of 1990, LLA reported 98,271 volunteer tutors serving 147,087 adult learners through 1,023 local LLA councils in 45 states. Twenty-eight LLA state organizations and 64 organizational members (such as libraries and other service agencies) support the local councils. The Syracuse office has approximately 25 staff who are involved with operations, or who conduct curriculum and instructional development activities.

About half of LLA's adult learners are female; about two-thirds are taking literacy/basic reading, and one-third are ESL students. Tutors are trained in small group courses for basic reading or ESL instruction by some 2,000 certified Laubach Tutor Trainers, who are experienced volunteers. Ten to 18 hours of training are provided over three to four sessions.

LLA's educational components consist of one-on-one tutoring and some small-group instruction in basic literacy skills and ESL; tutor training and inservice; a certification process for trainers of literacy tutors; local council and state office support in the form of guidance and reference materials; recognizing and empowering new learners; New Readers Press materials for readers and instructors; professional conferences; public policy advocacy; and a planned giving program. LLA promotes local choices among instructional methods focusing on learners' personal goals. The organization's original instructional approach, based on phonics, forms the basis for the "Laubach Way to Reading" series of skills books for basic reading and the "Laubach Way to English" for ESL instruction.

According to LLA's 1990 budget, $8.7 million was received at the national level, $7.5 million of that from the sale of its New Readers Press publications and $1.2 million in public or private support. Of $8.5 million in national expenses, $5.6 million was spent on publications, and $1.4 million went to LLA operations, with most of the remainder devoted to international literacy operations.

Literacy Volunteers of America (LVA) was established in 1962 in Syracuse, New York, by Ruth Colvin, initially to address adult literacy needs in the Syracuse area through use of multifaceted instructional approaches. As of 1991, LVA national records reported 51,437 volunteers serving 52,338 adult learners through 434 state and local LVA affiliate programs in 41 states. The Syracuse office operates the national program with approximately 20 staff members. LVA's 10 state offices provide technical assistance and training directly to many of LVA's affiliate programs.

About 80 percent of LVA volunteers are female, about half are 45 years of age or older, and about 75 percent are white. About 40 percent of volunteers have attended or graduated from college, and 40 percent work full-time. The volunteer commitment consists of 18-21 hours of training over four to six sessions, a nominal materials fee, and a one-year commitment to tutor two one-hour sessions per week.

According to 1991 records, about half of LVA's adult learners are female; most are under 45. About 40 percent who begin an instructional program report having a ninth-to-twelfth-grade education, and about 10 percent report have less than a fifth grade education.

LVA's instructional method centers upon one-to-one tutoring; small-group instruction, particularly with ESL students, is increasingly common. LVA services include formal courses of tutor training and inservice education; affiliate support in the form of guidance and reference materials; recognizing and involving new readers; instructional publications and tutorial guides; a lending library; professional conferences; and public policy advocacy. LVA considers itself an outreach arm of state-administered programs providing adult basic education, reaching lower-level and beginning adult readers. Instructional approaches have a firm grounding in phonics, but incorporate other teaching tools available to each tutor and a philosophy of following the goals and interests of the individual student. Tutor training and initial tutoring, however, begin with uniform use of TUTOR, LVA's basic tutorial training guidebook.

LVA-National's budget of $2.2 million in 1991 was derived in large part from the sale of LVA publications, which constituted about 40 percent of total revenues. Most of the remainder came from public or private support. For the last two years the Combined Federal Campaign has provided about $50,000 per year. Of $1.9 million in national expenses, approximately half went to programs, services, and conferences, and $662,000 was spent on publishing materials.

Highlights of the Local Programs

The 1,400 local LVA and LLA programs across the United States bear the primary responsibility of teaching adult learners basic literacy skills. Below are highlights describing the budget and staffing patterns, students, and volunteers that characterized the six sites visited for this review.

Budget and staffing patterns

- Annual budgets of the six sites visited ranged from under $20,000 (with 72 volunteers serving some 250 adult learners, mostly in small-group ESL instruction) to $340,000 (with 1,800 volunteers serving 1,750 adult learners, mostly by tutoring English-speaking students on an individual or small-group basis). A reliable source of substantial funding has become a necessity for local programs' organizational survival, and all sites have developed a significant part of this financial foundation through the United Way. Four of the sites receive Adult Education Act funds channeled through the state for a portion of their operation. Other governmental support has been targeted to support adults referred for service by other agencies (e.g., JTPA).

- Even with United Way and governmental support, all but one of the visited programs spent a great deal of time on fundraising. The one local program that did not, Opportunity for Adult Reading, received relatively more governmental support than the others. Some programs' fundraising appeals went directly to their tutors or even students for membership or application fees; others used fashion shows, book sales, or athletic

events to raise money. The key point is that they all have to work constantly to obtain the resources to stay in business, and as more students are being served, larger amounts of money are needed.

- Staffing patterns of the visited programs range from an all-volunteer staff supported by a handful of part-time paid clerical assistants to a paid staff of 9 supplemented by office volunteers. To meet the needs arising from increases in the numbers of students, the LLA and LVA programs have had to acquire more central office staff, and do so rapidly. Rapid expansion brings with it risks of losing consistency in day-to-day practices and of losing sight of the primary mission of the organization. Added to this is the reality that many of the new staff are actually volunteers who work just a few hours per week; this can jeopardize needed consistency in tasks that often require specialized skills and training, such as accounting and database management. As the organizations grow larger, however, the need to fill those skilled positions appears to increase even more rapidly.

Students

- More and more adults are approaching LLA and LVA literacy programs. Their families and employers urge them to master the basic skills they had missed, or social service providers increasingly require the demonstration of literacy skills to stay in or complete programs. Further, more of the adults seeking assistance reportedly have immediate needs related to work, schooling, and economic independence, and the variety of student characteristics and needs has broadened.

- The most significant difference among students in the sites visited was whether or not they spoke English. By and large, it was reported that the ESL students who have recently settled in large, urban areas generally appear to be highly motivated and ambitious to learn English quickly for immediate employment and to continue on to additional schooling. Many American-born basic reading students, on the other hand, are burdened with a history of failure in school and family problems at home. Reading progress may be slower for them; tutors often have to serve as both counselors and teachers.

- Individual tutoring has been the norm for basic reading students, while small-group instruction is more typical in ESL. This instructional difference results from two factors: first, ESL students can frequently be taught at the same pace because they do not have multiple problems; second, as a practical matter, there are fewer ESL-trained volunteers. It should be noted that small-group instruction is being used more frequently with basic reading students than in the past, not only because it is practical but also because the available research indicates small-group tutoring can be effective.

- Little recruitment of students is needed in the programs visited in this study. A brief public-service-announcement campaign is usually enough to lengthen the student waiting list substantially. Timing of any student recruiting activity is critical; an extensive volunteer tutor recruitment campaign must be launched well in advance to produce enough newly trained tutors to meet increased student demand. Some literacy programs have

developed small-group classes as a bridge for students, particularly ESL students, awaiting a tutor or class assignment.

Volunteers

- Local personnel reported that their literacy volunteers include an increasingly young and professional group who want to "give something back to the community" for perhaps a year or two before engaging in another type of community service.

- Most of the local programs have to recruit heavily and frequently (if not constantly) not only to ensure enough volunteers to meet new student demand and replace volunteers who have served a year or more, but also to replace those volunteers who leave after less than a year. Recruitment activities vary widely, including newspaper, radio, and television and public service announcements, appearances before any civic or church group that will listen, booths at fairs and festivals, and public relations. It is not clear across these sites which methods work better in terms of their cost, complexity, and effectiveness. While most volunteers hear about the program through public service announcements, those announcements are expensive to produce and may primarily promote awareness, with another method needed to convert awareness to action.

- Tutor-student matching is taken very seriously at all the sites. It occupies much staff time, with an aim of producing a long-term working relationship. While considerable attention is devoted to the activity and substantial information exists on how matches are made, much less attention has been devoted to gathering data about the effects of different matches. Thus, much of the matching process relies on what could be best described as keen intuition. The case studies suggest that a good match need not involve a tutor "who's been there." Indeed, many students reportedly thrive with an older teacher or a working professional tutor who shows patience and respect for the student. No clear patterns calling for certain racial or gender mixes emerged from the site visits.

- Long-lasting matches were not seen as particularly desirable in and of themselves in all situations. First, a caution was expressed that the students in some long-lasting matches may make slower progress over time and settle into a kind of co-dependency. Second, the idea of a continuity of commitment emerged as effective in reassuring students that, though their tutor is a volunteer and may leave the program after some time, another tutor will be there to teach, one who is just as committed and well-qualified. Another important point here is that waiting for research on the "best" matches ignores the facts that local volunteer literacy organizations do not have control over who volunteers and that "good" matches are much better than no matches at all.

Observations Bearing on the Delivery of Adult Education and Literacy

The study confirms that volunteerism has become an integral part of the adult education and literacy delivery system. There is little question of its value in building capacity for service through the use of volunteers as tutors, recruiters, fundraisers, program assistants, and program advocates.

At the national level, literacy volunteer organizations provide leadership in advocacy, instructional materials development for volunteers, and volunteer training methods. At the state office level, literacy organizations promote coordination efforts and provide training for program managers and for trainers of tutors. At the local level, literacy programs provide individual and group instruction in basic literacy and English as a Second Language; train prospective tutors; offer professional development opportunities for active tutors; recruit tutors and other volunteers; raise funds for local operations; and maintain libraries of materials for tutor and student use.

Based on the site visits, the following observations were made:

Literacy providers face greatly increased enrollments. The volunteer literacy programs visited during this study have experienced a dramatic increase in the number of students in the last 5 years. All of them reported such rapid growth in the number of potential students that they had to curtail student recruitment at one or more points. Several reasons were suggested by national and local literacy staff for the growth in the student ranks:

- Extensive public service advertising has stressed that problems of adult literacy are common. More adults are willing to acknowledge their problem, because they realize that many people are in the same situation and that illiteracy does not need to be seen as a personal stigma.
- Jobs requiring strong backs and few academic skills are becoming increasingly rare; thus, more adults recognize the practical need for sufficient literacy to meet job requirements.
- Emphasis on parental involvement in the education of their children has led some adults to seek literacy instruction so they can help their children.
- Implementation of literacy-related requirements for some governmental programs has led, on one hand, to referrals from JTPA and JOBS, and, on the other hand, to pressures on some individuals to seek assistance on their own to meet new requirements (such as the requirement for truck drivers to pass proficiency tests for interstate licenses).

- The nation has seen a significant influx of immigrants from countries throughout the world; while some of these new Americans may be highly literate in their native languages, they need to learn English to succeed in this country.

The increase in student enrollment has brought about a need for programs to meet the greater demand for services. While trying to maintain their traditional mission of teaching through the use of volunteers working in an informal setting with adult learners, the organizations have also needed to hire professional managers, utilize sophisticated media-based recruitment campaigns, and collaborate actively with community-based organizations and public agencies. In short, the increase in the number of their students has strained their organizational capacity. Among other activities, it has led to urgent searches for more space, launching more tutor-recruitment efforts, trying to strengthen tutor-training teams, doing more fundraising, and learning to deal effectively with the public agencies referring students. It also has meant an increase in recordkeeping, a need to maintain more and better data, and a need to coordinate more closely with the state, ABE, United Way, the local newspaper, the library system, social welfare agencies, the YMCA/YWCA, the community college, banks, landlords, corporations, and many others. These demands compete with the central mission of the literacy volunteer organizations--to educate adult learners.

Literacy programs are trying to document services and participation patterns more systematically. Among the most significant observations at the local level is the lack of quantifiable evidence of program effectiveness. This situation is common to local volunteer literacy organizations and to some extent publicly funded adult education programs, and it is especially pronounced in volunteer programs that have had little or no experience with the accountability procedures required by state and federal regulations.

Increased numbers of students, larger staffs, more complex budgets to manage, and greater needs for professionalism are related to efforts to improve data management procedures. In large measure, these efforts appeared to result from the need to be accountable to funding sources. At the same time, there was also a clear desire on the part of many of the managers to find out more about their students, tutors, and the effectiveness of activities. None of the information systems being developed was complete, and they all shared the problem of getting volunteers to complete and send in forms. In particular, a notable lack of consistent, reliable data on students' reading gains and on student and tutor attrition characterized all six sites. At the same time, the local organizations recognized the importance of improving their information systems to increase program effectiveness, and they are making efforts to do so. They are establishing management information systems to document program operations and educational services. Moreover, they recognize a need to establish systems that document more thoroughly the participation patterns of adult learners.

Assessing progress and attrition has been difficult. Assessment of reading gains has not been possible because many students terminate without a posttest, the available tests are seen as inappropriate, and it has not been given a high priority. Volunteer tutors are asked, but not required, to test their students and report the results. It may be unrealistic to expect that all volunteers will perform testing and assessment with their literacy students. Indeed, some experts consulted during this study believe that periodic testing should be a central staff responsibility performed by a trained individual other than the student's own tutor.

Tutor attrition also is perceived as a widespread problem, certainly if attrition is defined as leaving before a year's commitment has passed, but the incidence and causes of tutor attrition, whether before or after a year, are largely unknown. Even when former tutors are asked for their reasons, the very brief checklist of possible reasons used in most of the surveys or forms does not probe beyond "insufficient time" or "changed personal circumstances" to identify specific explanations. Neither have there been attempts to link reasons for leaving to the reasons for becoming involved in the first place or to other possible factors. Because of the absence of specific data on the causes of attrition, little is known about what specific actions would motivate tutors to stay with a student, or stay with the literacy program as a whole in any capacity.

Similar issues surround attempts to assess reasons for student attrition. Further, there is a strong reluctance to record an adult learner as terminated, for the individual may always come back, and many reportedly do so. Records kept to date are not complete enough to measure exit and return rates, or patterns of attrition.

Securing qualified literacy volunteers requires constant effort. Student recruitment is not a problem for the visited sites and waiting lists are common, but tutor recruitment is a constant challenge. Timing of any student recruitment activity is critical. An extensive volunteer tutor recruitment campaign must be launched well in advance to produce enough newly trained tutors to meet increased student demand. Most of the local programs need to recruit tutors heavily and frequently. Some literacy programs have developed small-group classes as a bridge for students awaiting a tutor or class assignment.

Having a professional background in education as a qualification for tutoring was not considered essential by individuals interviewed for this study. There was a widely held conviction that the only incoming qualifications needed for tutors are caring, commitment, and love of reading. It is believed that through solid training of highly professional quality, careful individualized matching, intensive staff support, and professional development

of tutors through inservice education, volunteer tutors can deal effectively with adult students with learning disabilities or other special needs. None of these convictions can be either supported or rejected, because the data have yet to be collected widely and systematically enough to give them a fair test.

Future Directions for Supporting Literacy Volunteer Organizations

Adult Education Act funding has been a lifeline of support to literacy volunteer programs in many communities. The National Literacy Act of 1991, which amended the Adult Education Act, now sets forth a framework for program accountability for all federally assisted adult education and literacy programs. For volunteer literacy providers that receive or seek federal assistance, this means they will need to demonstrate the effectiveness of their programs, professionalize their operations and information management, and demonstrate greater expertise in the training and supervision of their volunteer tutoring staff.

Specifically, the National Literacy Act requires that programs receiving federal assistance through the Basic State Grant Program demonstrate:

- their past effectiveness in providing services (especially with respect to recruitment and retention of educationally disadvantaged adults and the learning gains they demonstrated);
- the degree to which they will coordinate and utilize other literacy and social services available in the community; and
- their commitment to serve individuals in the community that are most in need of literacy services.

The Act also requires that states evaluate all programs receiving federal assistance on these criteria as well as on their success in meeting state indicators of program quality after such indicators are developed in 1993. In addition, the National Literacy Act places strong emphasis on the training of teachers--including professional teachers, volunteers, and administrators in federally assisted programs--to ensure that they effectively serve adult learners. Literacy volunteer programs that seek federal assistance under the Act will need to adapt their practices to this framework.

As adult education and volunteer literacy organizations demonstrate program quality in the spirit of the National Literacy Act, certain practices will require more of their attention:

- assessing student progress;
- maintaining program information systems;
- enhancing the recruitment, training, assignment and inservice education of tutors and teachers; and
- coordinating with other education and social service agencies.

Assessing student progress. Literacy volunteer programs most often serve the lowest-level learners. The provision of one-on-one or small group instruction is widely viewed as an effective practice for both recruiting and retaining adults for whom more traditional teaching environments have failed. But like all organizations involved in adult education, volunteer literacy programs will need reliable assessment tools to measure student progress. If federal assistance is sought, this kind of accountability will have to be demonstrated.

To the extent that literacy volunteer programs are consulted and fully informed as to the framework for accountability, they can be invaluable contributors to the development and implementation of effectiveness indicators and assessment tools. The LLA and LVA National and State leadership is well-positioned to disseminate information and conduct a program of education in this area.

Maintaining program information systems. Documentation of program services, budgets, staffing patterns, and attrition and retention patterns of both students and tutors is central to demonstrating the effectiveness of a literacy program. The accountability framework of the Act indicates that literacy volunteer programs should have access to and actively seek technical assistance in demonstrating their effectiveness in providing services. Improving program information management can be encouraged through the active recruitment of community volunteers with expertise in those areas.

Enhancing the capabilities of tutors and teachers. The National Literacy Act suggests additional research is required about the need to professionalize the adult education and literacy teaching force, including volunteers. Specifically, research is needed to determine the relative importance of requiring some kind of prior

The federally supported National Institute for Literacy appears to be particularly well-positioned to provide resources for training in program information management, not only for volunteer literacy programs but for the broad field of providers. The network of State Literacy Resource Centers, initiated in 1992, offers another valuable resource for this activity.

certification, requiring a more rigorous course of training, or other approaches, for example. Regardless of the skills and qualifications of volunteer tutors, with well-developed initial training before tutoring and strengthened inservice education for active volunteers, adult education and literacy programs will be positioned better to evaluate the relationship between such training and student progress.

The National Institute for Literacy, the National Center on Adult Literacy (NCAL), and the State Literacy Resource Centers offer opportunities for research projects that can develop or identify, validate, and disseminate information on promising practices and state-of-the-art volunteer training methods. LLA and LVA national offices can provide leadership in promoting such activities through the Institute and NCAL. State offices can provide leadership in promoting such activities through the State Literacy Resource Centers.

Encouraging coordination. Effectiveness can be strongly enhanced by planned, systematic coordination with other educational institutions in the school district, county and community. The Act encourages literacy volunteer organizations to continue and build upon efforts to coordinate with and utilize other literacy, employment/training and social service providers to strengthen their opportunities for support under the Act. Creating strong linkages with adult education providers in the community is likely to strengthen the effectiveness of literacy volunteer programs. Linkages with other social service and job training agencies in the community will also contribute directly to program effectiveness. By strengthening these linkages, literacy volunteer providers will be able to take advantage of the opportunity for full partnership through direct and equitable access to federal funds.

State Literacy Resource Centers may serve as both a catalyst and resource for technical assistance in building community partnerships among adult education and literacy providers and other agencies.

Part 1

DESCRIPTIVE REVIEW AND SUMMARY OF OBSERVATIONS

1. INTRODUCTION

According to the most recent national estimates, more than 20 million American adults are functionally illiterate. Every state is affected. The problem is being addressed by the federally funded, state-administered adult education program and by the national literacy volunteer organizations. They work through a cadre of 45,000 full- and part-time adult education teachers and a growing volunteer force, currently estimated at 150,000 to 200,000 tutors, to provide basic skills instruction. These programs emphasize reading, writing, communication, and computation in the form of beginning literacy instruction, Adult Basic Education (ABE), English as a Second Language (ESL) for the limited English proficient, and Adult Secondary Education (ASE) instruction leading to a GED certificate.

Adult education and literacy programs rely heavily on volunteers for program support and for supplementing instruction. The volunteers play a significant role in extending programs and services to the adult learner. Volunteer tutors work in sites located at community-based organizations, churches, libraries, senior citizen centers, local educational agencies, community colleges, prison settings, and businesses. Most volunteers provide direct tutoring services on a one-to-one basis, primarily at the beginning reading levels. A significant number of volunteers perform administrative duties such as program management, financial and database management, clerical support, transportation, outreach and recruitment, tutor training, and public relations activities.

In the 25 years since its enactment, the Adult Education Act has been the major federal resource for providing educationally disadvantaged adults with the opportunity to reach their full potential as individuals, as responsible citizens, and as workers. Adult education programs have been developed in all states and the U.S. administered territories. Ninety-five percent of program funding supports instruction, teacher training and program innovation, with only 5 percent allotted to administrative costs at the state and local levels. The Act has contributed to the growth of adult education as a profession, in terms of both program expansion and improvement and the training of professionals. Since implementation of the Act, student enrollment in adult education has grown by more than 900 percent; in 1990, enrollment reached 3.6 million, compared with 389,000 in 1967. Federal funding for the states' adult education programs has increased from $26 million in FY 1967 to $255 million in FY 1993. Still, many adult education and literacy programs across the country have waiting lists for enrollment.

In September 1989, President Bush and the nation's governors convened the National Education Summit that culminated in the establishment of six National Education Goals. The fifth of these goals, for Adult Literacy and Lifelong Learning, stated:

> By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

To measure progress toward this goal, the U.S. Department of Education is supporting the first comprehensive assessment of the literacy skills of the nation's adults. The National Adult Literacy Survey (NALS), conducted by the Educational Testing Service during 1992, will provide baseline information to educators, the private sector, policymakers, and the general public on the number and the characteristics of adults who lack the basic skills necessary to function effectively in their everyday lives. Reports will be issued in September 1993. The NALS will be repeated every four years to measure the progress of adult education and literacy programs, and other public and private efforts, in moving adults toward full literacy.

On July 25, 1991, the National Literacy Act of 1991 (P.L. 102-73) was passed. The Act, which amends the Adult Education Act, is intended to strengthen accountability, ensure program improvement, and expand the field of service providers in adult education and literacy programs. It mandates that the states, by July 1993, develop indicators of program quality to use in judging the success of their adult education and literacy programs. Under the Act, states and individual programs must demonstrate, among other things, their ability to maintain information adequate for evaluating program quality and effectiveness.

Volunteer literacy organizations have traditionally viewed their role in terms of a mission to provide direct services to adult learners. Related areas, including evaluating the effectiveness of the services they provide, have been accorded a lesser priority because they draw resources away from teaching. On one hand, this has ensured that most of the work of these organizations is targeted carefully. On the other hand, a lack of systematic data on tutors, adult learners, and the effectiveness of tutoring practices makes it difficult for the organizations to assess and improve their programs and for observers to judge their quality in relationship to other programs and practices. Only lately have some programs begun maintaining systematic data on tutor training activities, retention of students and tutors, and student learning gains.

Purpose of the Study

In light of National Goal 5 calling for every adult American to be fully literate, and the Adult Education Act as amended by National Literacy Act of 1991, the Office of Vocational and Adult Education (OVAE) and the Office of Policy and Planning (OPP) of the U.S. Department of Education recognized a need to learn more about the volunteer-based programs currently in place that promote adult literacy through recruitment, training, and teaching. Specifically, OVAE and OPP requested a descriptive profile of the two major national volunteer literacy organizations in the United States that recruit and train most of the nation's literacy tutors--Literacy Volunteers of America (LVA) and Laubach Literacy Action (LLA).

This study was developed in response to that need and to requests by states for information on volunteer training for adult education and literacy programs. A number of states have used LVA and LLA to provide training and professional development for adult education teachers and tutors. The concerns expressed most frequently by State Education Agencies (SEAs) about the use of volunteers included issues regarding retention, initial and inservice training, management, and the need for information on exemplary elements and components of effective volunteer programs. Another issue of concern was the lack of available resources to fully implement effective volunteer training and management practices. There were no descriptive or evaluative studies conducted on volunteers in adult education and literacy programs or on the two major organizations that train and utilize literacy volunteers. This study attempts to bridge some of these gaps, bring together a body of knowledge related to the successful operation of volunteer programs, and provide descriptive information on the major volunteer organizations that implement services in this important area of adult education.

The specific purposes of this study were to provide a descriptive profile of how the major national literacy volunteer organizations are structured, staffed and funded, and how they maintain records of student and volunteer status, including progress of students in attaining literacy skills. Coordination between literacy volunteer programs and local adult education programs, job training and social service agencies, and state government entities was also a little-known area. The study also sought information about how literacy volunteers in LVA and LLA are recruited, trained, matched with students, supervised, and motivated to continue both tutoring and nontutoring commitments. Other areas for examination were the instructional methods and settings and the extent to which documentation is maintained that could contribute to program evaluation. In sum, the purpose of this study was to shed light on the major national volunteer literacy programs, as a step toward strengthening the efforts of these organizations to combat adult illiteracy.

Design of the Study

The study began with a review of the literature on LVA and LLA as well as other adult education organizations that use volunteer tutors or teachers. The review also drew upon relevant research addressing the broader topics of volunteer and student recruitment and retention of volunteers. In addition, operations of both LLA and LVA were studied directly during a site visit to Syracuse, New York, where both national offices are located.

LLA and LVA suggested a number of exemplary local programs for additional site visits that would amplify and clarify the operations of the two organizations. The local programs were specifically recognized by their national organizations for maintaining systematic data, having a sizable number of tutor/learner matches in operation, and possessing a breadth of activities in recruiting, training, and supporting their volunteers. Working from the list of suggested sites, three LVA affiliates and three LLA programs were selected by OVAE and OPP for detailed case studies. Each of the six local organizations provided unique examples of programmatic and demographic characteristics as well as representing geographic diversity. The six local organizations differed along other dimensions as well. Several organizations had a strong English-as-a-Second-Language (ESL) component, while others concentrated generally on basic literacy instruction. One local organization was associated with both LVA and LLA. Two of the programs were reported to maintain close ties with the state literacy office, and their state offices also were slated for site visits. Specifically, the following sites were selected for case studies:

- LVA-Stamford/Greenwich, Connecticut, and LVA-Connecticut, the state office in Hartford.
- LVA-Rochester, New York.
- LVA-Lancaster/Lebanon, Pennsylvania.
- The Glendale (California) YWCA Literacy Council (LLA), and California Literacy, Inc., the LLA state literacy office in San Gabriel, California.
- YMCA Operation Mainstream, New Orleans, Louisiana (LLA).
- Opportunity for Adult Reading, Cleveland, Tennessee (LLA).

Each site visit was conducted by one senior researcher, and the visits lasted 2 days. All visits utilized a series of interview protocols and document checklists to ensure comparable information was collected. The site visits were conducted in September and October 1991.

Organization of the Report

This report is divided into two parts. Part 1 begins with an introductory chapter. The information then presented in Chapter 2 gives an overview of LLA and LVA, summarizing the results of the literature review and the initial visit to Syracuse, where both organizations are located. Chapter 3 provides a summary of key observations based on the case studies, along with implications for developing, maintaining, and utilizing vital information about the operation of volunteer literacy organizations.

Part 2 contains the detailed descriptions of Literacy Volunteers of America and Laubach Literacy Action from the standpoint of their national, state-level, and local organizations. Part 2 consists of two sections. The first section describes LVA National, then its Connecticut state office, and the case studies of three local LVA programs. The second section describes LLA's national organization, followed by California Literacy, Inc., and three case studies of local LLA programs.

2. PROFILE OF THE MAJOR NATIONAL LITERACY VOLUNTEER ORGANIZATIONS

Introduction

In most organizations, volunteers supplement the core services. But in the field of adult literacy, volunteers themselves are the core providers of beginning literacy instruction. Working within Laubach Literacy Action (LLA) and Literacy Volunteers of America (LVA), almost 200,000 trained volunteer tutors make up a teaching force for adults in America who are learning the very basics of reading and writing English. This chapter describes the work of these organizations.

Despite the large number of literacy volunteers and their central role as teachers, very little is known from the literature about their recruitment and retention, their training, how they are matched with students, and how they are managed and supported. Little documentation exists as to the qualifications or effectiveness of literacy volunteers.

In addition to the knowledge gained from visiting LLA and LVA, bibliographic searches in ERIC and the professional journals identified research concerning the teaching of adult literacy, adult basic education, volunteer literacy organizations, and volunteerism in general. Literature was reviewed from professional journal articles, working papers, reports commissioned by the U.S. Department of Education, Department of Education bulletins, and materials published by LLA and LVA.

History and Development of the Literacy Volunteer Organizations

Laubach Literacy Action and Literacy Volunteers of America are the two largest national volunteer organizations in the United States that support volunteer training and tutoring in adult literacy. Both organizations originated in Syracuse, New York, and grew out of the visions of individual educators.

Laubach involvement in literacy dates back to the 1930s when Frank C. Laubach, who was serving as a missionary in the Philippines, devised a system for teaching people to read and write their own language. The Laubach Literacy and Mission Fund, now called Laubach Literacy International, was formed in 1955 by Dr. Frank Laubach to promote literacy in Latin American, Asian, and African countries. In 1968, the National Association for

Literacy Advance--reorganized and renamed Laubach Literacy Action in 1982--was established as the U.S. program of Laubach Literacy International. LLA is headquartered in Syracuse, New York, where Dr. Robert Laubach, the son of the founder, served as a professor at Syracuse University.

Frank Laubach's teaching approach was incorporated into an instructional series known as the "Laubach Way to Reading." Designed for English-speaking non-readers, the series consists of four skill books, each having a correlated reader and check-up test to monitor progress. A teacher's manual, which accompanies each skill book, gives the tutor an exact lesson plan for each tutoring session (Laubach, Kirk and Laubach, 1981). The phonics-based series begins by introducing the consonants and short vowel sounds. The lesson plans are so detailed that they provide the tutor-student dialogue, making the formula very easy for the tutor to follow. Each lesson contains a reading selection with instructions for developing comprehension and a variety of writing activities.

This series was taught by all LLA tutors for about 30 years, until 1991, when the LLA tutor training program was fundamentally revised to prepare tutors to use a wide variety of acceptable approaches and curricula. The "Laubach Way to Reading" series is now one of many instructional resources tutors and learners use for building literacy skills.

Literacy Volunteers of America was formed in 1962, also in Syracuse, by Ruth Colvin to combat illiteracy in her home community, and it has spread through the United States. The LVA method of instruction, while taught through a formal training process, has always been eclectic, drawing upon everyday materials on the premise that vocabulary words arise out of each learner's daily experiences. One typical beginning lesson from the tutorial guide draws upon several elements of learning to read. Phonics is one element--and the tutor may choose any phonics method to which the student responds well. The first consonants introduced are those most commonly encountered--s, f, m, p, and t. Writing and reading a very short story are other elements in a lesson. Some time is spent in the lesson on a few sight words and context clues, such as a STOP sign. Finally, a game or a magazine or newspaper sample of interest may round out the lesson. The fundamental principle for the tutor is to use whatever works for the student. As the reader progresses, the tutor may choose the "Read On!" series of sequential basic readers and workbooks published by LVA or choose other materials. Today the learning approaches taken by both organizations are based on the needs, interests, and goals of the adult learner.

The organizations' approaches to ESL instruction generally mirror their approaches to basic literacy instruction and are based on the "Laubach Way to English" progressive tutorial series and LVA's tutor guide "I Speak English." In both organizations, tutors commonly work with a small group of two or three ESL students. ESL lessons are characterized by an emphasis on English conversation, supplemented with reading and writing exercises.

The two leading literacy organizations have grown dramatically over the years, especially during this past decade. Literacy Volunteers of America in 1991 reported 51,437 volunteers serving 52,338 adult learners through 434 local and state LVA affiliate programs in 41 states. The following table charts LVA's growth over the past 6 years.

LVA's Growth, 1986 to 1991

	1986	1987	1988	1989	1990	1991
Number of learners	19,079	27,056	28,005	38,339	49,093	52,338
Number of volunteers (tutoring and administrative)	18,313	24,424	28,946	39,685	54,154	51,437
Number of local and state affiliates	214	229	230	357	397	434

Laubach Literacy Action has experienced similar increases, judging by estimates over the 1980s and, recently, by its new national database. As of 1990, there were a reported 98,271 volunteers serving 147,087 learners through 1,023 local LLA councils in 45 states (Laubach Literacy Action, 1991). The volunteer teaching force had grown from an estimated 30,000 in 1983, who tutored some 50,000 students (Mark, p. 25). Together, LVA's and LLA's growth in size and national recognition reflects a sharply increased national concern with the widespread problem of illiteracy in the United States.

Organizational Structure and Functions

Both of the leading literacy volunteer organizations have organizational structures that encompass national, state, and local levels of participation. The local LVA and LLA programs across the United States bear the primary responsibility of teaching adult learners basic literacy skills. At the local program, which may be staffed by one individual director or by as many as 35 men and women (Fingeret and Danin, p. 7), volunteer tutors receive training and are expected to work at least twice each week with adult students for a year or more. Between the two organizations, there are about 1,400 local literacy volunteer programs, some of which are members of both LVA and LLA. Fact sheets that highlight these and other features of LVA and LLA appear in the appendix to this volume.

Most local volunteer literacy programs (approximately 60 percent) operate with budgets of $20,000 or less and have a core of paid staff members usually in part-time positions. Volunteers also staff the office. The volunteers and paid staff direct the program, coordinate volunteers and match them with students, arrange for training, manage the budget, raise funds, and recruit both students and volunteers. Their funding base may be made up of private and foundation contributions, public monies from the state, city or county, the United Way, and in-kind donations of facilities or equipment.

Some support at the local level comes through the creative efforts of private sector groups and individuals. For example, Literacy Volunteers of Virginia Institutions (LVVI) (a prison literacy program) has received significant support from the Richmond Newspapers in Education (NIE) program. Dr. Shirley Foutz, director of NIE, was also an LVA workshop leader who provided newspaper-based inservice training to LVVI tutors. To ensure that all tutors and students would receive newspapers, she approached the publisher of Richmond Newspapers, who donated funds for the several thousand newspapers that were needed (Marlin, p. 135).

Support may come to Laubach and LVA local projects directly or indirectly from public funds, depending on each state's method of disbursing funds under the federally-funded, state-administered adult education basic grant program. Some states, such as Illinois, have a separate state-funded program that provides public monies directly to literacy volunteer programs.

The federally funded adult education delivery system has a total staff of about 195,000 nationwide who teach, tutor, and administer the program; 94,000 of this total are volunteers. About 49,000 of the volunteers

tutor, and the rest perform administrative functions. In some cases, the state channels federal, state, and local funds to local LVA and Laubach affiliates in the form of grants to provide training for these tutors. Other public programs that may provide support to local literacy projects include those of the Job Training Partnership Act (JTPA - U.S. Department of Labor); VISTA, which provides literacy volunteers to local LVA and LLA sites that have applied successfully to ACTION; the Job Opportunities and Basic Skills Program (JOBS - U.S. Department of Health and Human Services); Head Start Family Services Demonstrations; Library Services and Construction Act (LSCA) library literacy projects; and other federal and state funding vehicles.

Volunteers of both LVA and LLA pay for their own training and instructional materials, or they are subsidized by their literacy council or affiliate, their employers, or another group by special arrangement. For example, in the Washington, DC area, an LVA trainee pays $20; the Laubach trainee pays $35, which includes the series of textbooks. Local organizations pay a nominal annual membership fee (usually in the $50 to $100 range) to their national or state organizations. Membership fees for some LVA affiliates can be several hundred dollars, based on their numbers of active volunteers.

The local LLA or LVA office may have a library of resource materials and books to lend tutors and students. Tutorial sessions often take place there. Training sessions may occur at local offices that have the space; alternative facilities in libraries or community centers are sometimes arranged. All recordkeeping forms pertaining to tutors, students and trainers, as well as appropriate tax forms, are kept in local office files.

The state member offices of LLA and LVA constitute the middle level of organization. The 34 state member offices perform such critical functions as training and supporting program managers and tutor trainers of volunteer tutors. These activities are organized at the state level and may take place at the local or state office. The state office also communicates with the state Adult Education office, the state Labor Department, and others to secure federal and state funding for training projects or conferences and to coordinate activities. Regional and state literacy conferences are planned and coordinated at this level. State office staff often visit local member programs and provide resources and other support where possible.

LVA recommends that its state member offices have a core paid staff consisting of a director, a supervisory trainer, a public relations manager, and a clerical support staff member. The state office pays an annual fee of $750 for national LVA membership. LVA's state offices are considered the backbone of the entire organization, and a strong local affiliate often owes its strength to the support provided by its state member office.

ADULT LITERACY VOLUNTEER ORGANIZATIONS

LLA state offices are relatively autonomous entities that may range widely in size and scope of operations; their dues are $75. Many of the state offices sponsor state or regional conferences that offer a variety of training opportunities. Some LLA state offices receive state adult education and other public funds, sometimes channeling them to the local LLA councils for training programs. One of LLA's current goals is to strengthen the state organizations.

At both the local and state levels there is considerable interaction and coordination between LLA and LVA. For example, state literacy organizations in Colorado, Hawaii, Kentucky, New Mexico, Michigan, and North Carolina represent both LVA and LLA as well as all other volunteer literacy programs in these states. In addition, among the 900 LLA state or local member groups and the 434 LVA state and local affiliates, there are some 60 instances in which the local organization is affiliated with both LVA and LLA.

The national operations of LLA and LVA, both located in Syracuse, New York, are each staffed with 20 to 25 full-time employees, some of whom started their careers years ago as literacy volunteers in local affiliate programs. At LLA, another 75 employees are involved in related activities in the New Readers Press, the publishing house of Laubach Literacy International. National center operations for both organizations include a wide range of functions:

- The chief executive travels widely to literacy conferences, recognition events, and to Washington, D.C., to testify on legislation.
- A public policy analyst stays apprised of all bills that affect literacy efforts and prepares testimony.
- The financial officer handles all revenues and expenditures.
- The field services director supervises all training, traveling frequently to organize regional or state training sessions and meet with the network of experienced trainers across the country. Under this director is a small team of field services personnel.
- The director of publications works with authors of materials for adult new readers, edits and prepares materials for publication, and analyzes sales trends. Staff assistants may help with this function. In LLA, New Readers Press develops materials for instructing new readers, and LLA staff develop program support materials (e.g., training guides). Many of LVA's publications provide guidance on establishing and managing adult literacy programs.

- The statistical/information system director prepares reporting forms, sends and receives them, and analyzes data about state and local literacy programs--their volunteers, students, training activities, support services, and budgets. Staff assistants help with research and analysis.
- A development officer works to raise public and private funds.
- A program director plans conferences and other initiatives.
- An editorial/public information director produces newsletters and other public relations/public information documents that the organization disseminates throughout the country. A graphics professional also is employed to prepare these and other publications.

The organizations take a professional approach to the science and art of teaching adults. Each uses reading experts to design textbooks, training modules, and other materials to meet the educational needs of the adult student. LVA's training materials for tutoring and program management are written in-house. LLA uses materials and texts published by New Readers Press, another arm of Laubach Literacy International, housed in the same facility. New Readers Press has 260 books, tapes, and videos for sale to new readers, tutors, and trainers in adult literacy. Down the hall from the LLA staff, New Readers Press has its staff of telephone/mail-order assistants and editorial/graphics employees.

National boards of directors, whose members serve without pay, regularly meet to advise each of the national volunteer literacy organizations. In each organization, the board forms working subcommittees that advise on curriculum development, field services, and other defined aspects of operations. LVA further requires each of its state member offices to have a board of directors, which hires the state office director. Local programs of both LVA and LLA often have boards of directors as well.

National Funding Sources and Expenditures. LLA and LVA direct their widespread network of volunteer literacy education programs with modest funding. In terms of LVA's 1991 budget, $2.2 million was received at the national level, 40 percent from the sale of LVA publications and most of the remainder from public contributions or private support. For the past two years the Combined Federal Campaign has provided about $50,000 per year. Of $1.9 million in national expenses, approximately half went to programs, services and conferences, and $662,000 was spent on publishing materials. According to LLA's 1990 budget, $8.7 million was received at the national level, $7.5 million of that from the sale of New Readers Press publications and $1.2 million in public or private support. Of $8.5 million in national expenses, $5.6 million was spent on publications, and $1.4 million went to LLA operations, with most of the remainder devoted to international literacy operations.

Each organization had about one and a half million dollars in expenditures in 1990, exclusive of publishing. Over half of that went to developing new programs, field services and training, and literacy conferences. The remainder was devoted to publicity, newsletters and other publications, marketing, fund raising, and management.

Conferences and Joint Initiatives. Every other year for LLA and every year for LVA a national conference is held for a four-to-five-day span in a different city each time. These national conferences are the culmination of the past years' activities in literacy training, curricula, teaching approaches, program management, and methods of motivating both adult students and volunteers. Some 1,000 people attend each of these conferences, including tutors, trainers, program directors, board members, new readers, contributors, and the leadership of each organization. In many cases, their travel expenses are subsidized by the local LVA or LLA program. The days are occupied with practical sessions and workshops presented by local/state program trainers or directors. Dinners, honors ceremonies, and sightseeing trips round out the conference. In addition to national conferences, state-organized conferences at regional or state locations are convened in collaboration with professional adult education organizations to train or provide inservice to literacy trainers and experienced tutors and to discuss fund raising and management techniques.

A regional or state event is often attended by a specially selected LVA or LLA volunteer training consultant. At LVA, 35 individuals who have been selected from around the country to conduct outreach activities form the Volunteers in Technical Assistance (VITA) Corps. They are selected for their long-term exemplary service as tutors and trainers. Trained by the national LVA director of field services, they provide technical assistance wherever called upon--at a conference or at an affiliate program. Their travel expenses are paid by LVA or by the contracting organizations, such as state adult education offices, libraries, or corporations. LLA's Volunteer Consultant Network of 14 individuals performs similar outreach functions. Six of the 14 consultants specialize in giving program management advice; four are specialists in providing literacy training; three have specific ESL training experience; and one person consults at locations nationwide on building new reader involvement into a literacy program.

LVA and LLA often jointly attend highly publicized functions recognizing the importance of literacy. In addition, they collaborate on working for legislation to support literacy efforts. They are part of a wide network of literacy advocates that includes the United Way of America; the National Coalition for Literacy; companies like UPS, Coors, General Motors and Exxon; the American Bar Association; the National Governors Association; and the U.S. Department of Education (Division of Adult Education and Literacy).

Two joint initiatives in progress are:

- The National Volunteer Literacy Campaign Training Project. With a grant from the Coors Foundation for Family Literacy, LVA and LLA are sponsoring a series of joint training programs for trainers of tutors, and for local literacy program managers. Local LVA and LLA programs nominate individuals to receive this training. Following the training, each participant convenes new tutor training workshops. The goal is to involve large numbers of new, qualified trainers who will train tutors in the most professional manner possible. The tutors will then be equipped to provide instruction of highly professional quality. Preparation for small-group tutoring as well as traditional one-to-one tutoring is encouraged. It is estimated that a total of about 200 individuals have been newly trained to train tutors through this project.

- The Annual National Adult Literacy Congress. LLA, LVA, and 14 other national service agencies, companies, and the U.S. Department of Education sponsored the third annual National Adult Literacy Congress in Washington, D.C, September 6-9, 1991. Three new readers and one literacy practitioner (e.g., tutor, trainer, or program director) from each state attended. The idea for a student congress grew out of LLA's 1986 biennial conference in Memphis, Tennessee, for which the Lutheran Church Women had contributed funds to include 100 students. The first congress for students was held in Philadelphia in 1987, sponsored by LLA, and attended by 80 to 100 students. An expanded congress was held in 1989, sponsored by LLA, in Washington, D.C., including breakfast at the White House. Two students were selected from each state to attend. The congress was a partnership among LLA, LVA, the American Bar Association, the U.S. Department of Education, and other groups. The 1991 Congress, sponsored by the same partners, had the largest attendance thus far. Travel expenses for 1991 participants were paid for in part by Altrusa International, a longtime supporter of volunteer literacy work.

LLA and LVA Interaction with the Adult Education System. A 1985 survey by the National Center for Education Statistics (NCES, 1986) found that 94 percent of local adult literacy programs used volunteers, compared to 51 percent of federally funded, state-administered adult education programs. Reportedly, all LVA or LLA local programs used volunteers. The use of volunteers in adult education programs increased sharply in the 1980s. State Profiles of Volunteers in Adult Education (Office of Vocational and Adult Education, n.d.) reported that about 58,000 volunteers served in adult education programs nationwide in 1987, up by 142 percent over 1984; in FY 1991, almost 94,000 volunteers were reported as serving in such programs (49,000 as tutors), according to records of the Division of Adult Education and Literacy at the U.S. Department of Education. They work with a total of about 45,000 paid full- and part-time ABE/ESL instructors (Pelavin, 1991). ABE/ESL volunteers may receive their training from within the program, through an arrangement with LLA or LVA, or the local adult basic education program may use other training methods. Local adult education programs can be and often are members of LVA, LLA, or both.

ADULT LITERACY VOLUNTEER ORGANIZATIONS

Below are a few examples of arrangements in which LLA or LVA trains adult education volunteers:

- The Connecticut Department of Education has a cooperative relationship with LVA-Connecticut and VISTA volunteers, with LVA training volunteers used to supplement ABE and ESL instruction. LVA-Connecticut also has an extension training program for ABE and ESL tutors.

- In Delaware, volunteers in the Adult Community Education (ACE) staff development network (a project funded by public and private not-for-profit sources) take training through one LVA affiliate program and three LLA affiliate programs. This training network is a "353" project--i.e., is funded under Section 353 of the Adult Education Act, which requires states to set aside at least 15 percent of their federal funds for special experimental demonstration projects and teacher training.

- In Hawaii, the literacy coordinators of the 11 public Community Schools for Adults train the state's literacy tutors using LVA, LLA, and other approaches.

- Each of the 121 counties in Kentucky has a publicly funded program under the Kentucky Literacy Commission that provides volunteer literacy training. The state Commission represents LVA and LLA, as well as other volunteer literacy organizations. Each county program may use LVA, LLA, or Jefferson County Adult Reading Program (JCARP) training that was developed in Jefferson County.

- The Michigan Department of Education distributed 118 training grants in FY 1990 to conduct local and regional training courses or workshops. Thirty-six volunteer tutor training sessions were given grants to use LLA, LVA and other training methods. The sessions drew a total of 1,076 tutors.

- In Minnesota, training for tutors in the state's ESL programs is provided through training workshops led by LLA and LVA trainers, among others. Funds for training come from federal, state, and local sources.

- Missouri's ABE/ESL volunteer tutors (more than 3,000) are trained by LLA.

- The New Jersey Department of Adult Education funded and conducted 19 regional workshops on LVA and LLA methods for 450 volunteer ABE tutors.

- New York State's adult education funding formula has resulted in considerable funding for LLA/LVA local programs. A number of literacy projects receive Section 353 and other public funds for ABE/ESL staff development and training. One FY 1991 project allocated $147,000 to an LVA-sponsored project to train volunteers in teaching basic reading and ESL in the state's adult education system (Pelavin, 1991).

Volunteer Tutors and Their Students

The Tutor-Student Match. If the experience of the volunteer literacy tutor is viewed as a path that begins with recruitment and ends with exit from the program, a crossroad along this path is the match between volunteer and learner. The site visit to Syracuse revealed that a major concern for the local LVA or LLA program is achieving a productive, lasting match between tutor and student. To address this problem, the tutor's trainer may work with the match coordinator, and the trainer and the tutor may give input to the person who assigns the match. Further, students sometimes state preferences regarding tutors, e.g., some older people ask not to be placed with a very young tutor. Based on anecdotal information, usually a match is made based on geographic proximity--preferably the same neighborhood--and the ability to work out a regular meeting time and place.

The literature focuses much attention on the importance of a good match, and debate continues as to what volunteer-and-learner qualities make the best match. If this debate were resolved--and LVA is conducting an evaluation that hopes to relate reading gains to certain characteristics of the match--then deciding which students and tutors should be matched would be clearer to all. As it is, the research is divided on requisite incoming qualifications of tutors and on the amount and content of training the tutor should have.

LVA is attempting to identify tutor and learner traits that make a productive match. LVA collects an annual survey from each individual learner nationwide. The form is filled out by the tutor or program staff and contains a few items about the learner's primary volunteer tutor including sex, age range, ethnicity, occupation, employment status, and time in the program. These data are analyzed with corresponding data that pertain to the learner to identify patterns of tutor-learner matching that may contribute to learner success in terms of reading gains and meeting of personal goals. The LVA's rationale for this analysis is as follows:

> ...if it were documented that relative age of tutor/learner pairs made no difference in likelihood of progress, then that could be ignored in matching. There are a number of such 'common sense ideas' or 'mythologies' that drive matching, recruitment and lesson continuity such as: ethnic matches are good; cross gender matches where the woman is younger are bad; the closer the backgrounds of the tutor/learner pair, the higher the achievement of the learner; or it's better to temporarily discontinue lessons rather than have a substitute tutor. These guides may or may not be true, may or may not be factors contributing to the success of particular types of learners or tutor/learner pairs. Their validity could be

> tested if the factors in more successful tutor/learner pairs were identified (Literacy Volunteers of America, 1990, p. 1).

Initial results from LVA's evaluation turned up some patterns that may bear on match possibilities. Tutors, the study found, are more likely to be female, while learners are more likely to be male. Tutors tend to have "white-collar" occupations, while learners tend to have "blue-collar" occupations (Literacy Volunteers of America, 1990, p. 12). The LVA results were not able to identify what tutor-learner match characteristics offer the best chance for learners' reading success. From preliminary data, however, it appeared that learners who had tutors of the same sex were "4.1 percent less likely to improve their reading scores than learners with opposite sex tutors" (Literacy Volunteers of America, 1990, p. 19). The researchers could not offer conclusions even on gender, however, because many students in the study left without a formal termination, which precluded getting a posttest score.

The State of Illinois, in its 1988 evaluation of a sample of 23 local literacy volunteer projects (comprising 3,718 students and 4,025 tutors), noted extensive differences between students' and tutors' characteristics. Students were mostly male (54 percent) and 57 percent were white, but tutors were overwhelmingly female (81 percent) and white (94 percent). Though students' reading gains were not analyzed in relation to tutor characteristics, the evaluation recommended that tutor recruitment be more closely targeted toward males and minorities (Bowren and Dwyer, 1988). Thus, research on individual demographic characteristics that produce an effective tutor-student match is still only rudimentary.

An alternative way to think about matching literacy volunteer tutors appropriately with learners, aside from personal characteristics, is to match along the lines of learners' incoming skill levels, and assign tutors to students partly on the basis of tutors' willingness and ability to teach at that reading level. In this vein, Chall, Heron, and Hilferty (1987) view learners as belonging to one of three proficiency categories:

1. The illiterate stage, less than fourth grade reading level. Many learners who are in this stage are either ESL students, dyslexic or learning disabled, and in need of the most specialized kind of teaching.

2. The functional literacy stage, fourth to eighth grade levels. A learner completing this stage can read applications, signs, and some articles from the newspapers and from Reader's Digest. A literacy teacher would help the learner use reading as a tool for acquiring knowledge and making decisions.

3. The advanced literacy stage, or high school level. Adult learners seek help at this stage to study for the GED or to get a better job. The teacher helps build vocabulary and knowledge to read and understand advanced texts (pp. 191-192).

Most LLA and LVA volunteers are working at the "illiterate stage," which has been said to be the most professionally demanding level. A survey of adult literacy programs conducted by Westat, Inc. for the Adult Literacy Initiative (located in the U.S. Department of Education) found that 81 percent of local adult literacy programs provided basic literacy services for students at the lowest level, defined as below fourth grade level (U.S. Department of Education, 1986, p. 7). Similarly, 80 percent of federal funds under the Adult Education Act must be targeted to services for "the most educationally disadvantaged," defined in the Act as those below the sixth grade level. LVA and LLA see serving this population as their mission. Thus, most LVA and LLA programs face the long and daunting process of helping adults at the bottom work up through the very basics of literacy. Chall, Heron, and Hilferty (1987) emphasize the burdens and suggest several conclusions, although without empirical support:

> Since many adults at this level have learning disabilities, one can appreciate the difficulty that volunteers would have teaching such students unless the volunteers are thoroughly trained and supervised. However, even well-funded volunteer organizations offer only about 10 hours of training to their volunteer staffs (p. 192).
>
> Many well-financed adult literacy campaigns are relying on volunteer teachers and overlooking the fact that volunteers have only a slim chance of succeeding in tasks found difficult even by professionals with years of experience. (p. 194)

Glustrom (1983) found that those who seek LVA/LLA instruction are more needy, have more cognitive limitations, or have traumatic learning histories that may have caused them to fail at ABE or shy away from the ABE system.

Most Americans who seek help in basic literacy skills do so through the state-administered adult education system (Mark, 1983). The 1991 profile of state adult education programs indicates that more than 3 million adult students nationwide enrolled in ABE/ESL classes. This compares to about 200,000 adult learners assisted by LLA or LVA in 1990, according to the annual reports of those organizations. (There may be some overlap in student counts since some LLA affiliates are also LVA affiliates, and some ABE/ESL programs may be affiliated with the volunteer literacy organizations.)

Most of the literature urges more specialized training for all literacy instructors, paid or unpaid, to understand how to work with this population of particularly needy adult learners. Researchers tend to call for greater professionalism of the adult education teaching force (e.g., Foster, 1988, 1989; Chall, Heron, and Hilferty, 1987). Issues related to money and the still-greater time commitment required of both volunteers and paid instructors are not addressed in detail in this literature. Neither does it address the issue that such professionalization could widen the gap of personal experience between the LVA or LLA volunteer and the learner. This could prove a problem since some literature and guidebooks on establishing literacy programs recommend that tutors and students with very similar personal backgrounds and experiences offer the most promising, long-lasting matches, i.e., it's best for the tutor to have "been there." The prevailing assumption about volunteers in health promotion programs, as well as literacy programs, is that volunteers drawn from populations close to the problem will be more familiar with the people and can translate the concepts into understandable terms. They will have more credibility than paid professional staff (Wells et al., 1990, p. 24).

Volunteer Profile. General data on the characteristics of adults who volunteer suggest that it may be very difficult to recruit literacy volunteers "who've been there." Data obtained from supplementary questions included in the May 1989 Current Population Survey concluded that about 38 million people did volunteer work in the year that ended May 1989 (Hayghe, 1991). Church and other religious work was the main volunteer activity noted by 37 percent of the volunteers, followed by 15 percent who said educational work was their main volunteer activity. The latter percentage translates to an estimated 5,738,000 volunteers in educational settings, many of whom are likely to be in the schools their children attend.

A larger percentage of whites (22 percent) than blacks (12 percent) or Hispanics (9 percent) reported doing volunteer work. College-educated people were much more likely to volunteer (67 percent) than those with a high school education (19 percent) or those who dropped out before graduating from high school (8 percent). Employed persons were far more likely to do volunteer work than those not in the work force; indeed, almost 7 out of 10 volunteers surveyed held paying jobs. Higher-income persons volunteered much more than those in lower-income ranges, with 27 percent of volunteers earning $50,000/year or more, while only 9 percent of volunteers had incomes under $10,000. One income-related factor is that volunteering often involves some out-of-pocket expenses for supplies, transportation, or training, and this is certainly true of LVA and LLA volunteer tutoring.

The manuals for establishing a literacy program suggest recruitment targets that mirror the profile of the volunteering population. For example, they suggest tapping members of religious groups, the American Association of University Women, the Professional Secretaries Association, Lions, Rotary, Kiwanis, the National Retired Teachers Association, and the Retired Senior Volunteer Program.

It is especially difficult to achieve a lasting match in depressed inner-city areas where literacy needs are all but crowded out by other problems. A case study of a public library literacy center in Chicago (located in one room of the library) revealed the extent of people's needs. Volunteers in this literacy center come from the neighborhood housing project, which underscores the problem of matching: While the overwhelming majority of volunteer literacy tutors in Illinois are white, a white middle-class tutor almost never goes into a depressed area to teach. And students in such areas probably would not want to be matched with a white middle-class tutor. In such poor neighborhoods, the volunteers "change diapers and tend children" more than tutor. Few are qualified or inclined to actually serve as a reading tutor. For the few who do tutor, even if their own literacy skills are not advanced, the program coordinator encourages any interaction at all: "'The lack of polish works, and the students are probably more comfortable with them.'" (Pick, December 1990, p. 27)

The research is thus inconclusive as to what makes the most promising tutor-learner match in volunteer literacy programs. Those who urge professionalization have not specified the incoming qualifications tutors should possess. At the same time, the guides to setting up a literacy project and the research call for commitment and caring as essential qualifications and say that only minimal formal education is required. Yet the same guides that call for tutors to share similar experiences to those of the learner consistently recommend recruiting from pools of middle-class, educated women--probably because they are most likely to persist with the LVA or LLA effort in some capacity. They are more likely to understand the guidelines, to be prompt, and to give a stable time commitment than are the harder-to-reach pools of people who "have really been there."

As to the importance of a lasting one-to-one match, the literature is also divided. In a study of Literacy Volunteers of New York City, Fingeret and Danin (1991, pp. 56-61) observed that, for the most part, students emphasized negative effects when their tutors left and they dealt with different tutors. The authors recommended strengthening tutor support and inservice development to decrease attrition (p. v). Another study, examining student attrition at an LLA program in rural Tennessee, suggested that students who had left the program had not done so because of the tutor turnover they had experienced. The majority of former students surveyed found

the tutors to be similarly committed and caring (Jones, 1990, p. 56). The expected effects of the tutor turnover on adult learners have not been extensively examined, and research remains inconclusive.

Incoming Qualifications of Volunteer Tutors. Literacy program manuals list similar qualifications they expect from incoming tutor applicants. For example, Nancy Woods, director of Adult Literacy Services at Pennsylvania State University and Laubach-certified supervising trainer, said in her manual Beginning a Literacy Program:

> To be a tutor for the (NAME OF PROGRAM) you must know how to read and write, and care enough to help someone else learn. You must be willing to complete 12 hours of training, at the end of which you will be matched with an adult student who has requested help improving basic literacy skills. You will be expected to meet with the student a minimum of 3 hours a week at a local site to be agreed upon. Approximate duration of assignment: one year, or the time it takes to help one student complete the program (n.d., p. 6).

Similarly, the Philadelphia Center for Literacy's manual for volunteer literacy site managers stresses the importance of certain personal attributes: patience, compassion, determination, and responsibility to the student (Brandt, 1985, p. 4). Joy J. Rogers (1984) suggested the following qualifications:

- Tutors should be recruited on their will to help and their own preferences--not on the basis of formal, traditional classroom teaching qualifications.
- Tutors should be recruited as peers to learners. In this vein, Rogers referred to Laubach, Kirk and Laubach (1981). As Rogers put it: "The teacher is not someone quantum leaps ahead in academic skills. He or she is simply a peer who is willing to share a few recently acquired and potentially useful skills" (p. 24).

An ABE volunteer program guide states:

> While basic subject matter knowledge is necessary to a degree (and this program requires volunteers to have a high school diploma or GED), the more subjective attitudes and interpersonal skills of communication are in some cases a higher priority. Volunteers become enablers, motivators, and encouragers as well as sharing their knowledge. Volunteers need to be sensitive, aware, observant and able to respond personally to the student's needs....(essential characteristics include) friendliness; respect for individual integrity and confidentiality; sense of humor; ability to function independently; empathy; reliability; flexibility in

> scheduling and assignment shifts as a student's interests shift; and ability to do 'with' and not 'for' the students (Bockbrader, n.d., pp. 17-18).

Research by Miriam Balmuth (1987) found that the most important qualification for teachers of adult literacy was the ability to "explain well" (p. 25). In sum, recommendations for formal academic qualifications are minimal; rather, the incoming qualifications of most importance are those personal characteristics emphasized above.

Balancing the Number of Tutors and Students. One of the problems local directors face is how to achieve a workable balance between the number of volunteers who want to tutor and the number of people who request tutoring. Too often, recruitment drives for volunteers and tutors produce uneven numbers. For example, a television-radio campaign featuring influential leaders may produce a high response from potential students and a lower response from tutors. Or a campaign whose resulting numbers of tutors and learners appear to balance won't work because few volunteers are willing to go to the neighborhoods where the learners live. On the tutor recruitment side, a move is underway to involve college students as literacy tutors. Another way to improve the balance is by implementing small-group instruction in which one specially trained tutor may work with three to five students.

The national leaders of LLA and LVA agree that it is unfortunate to have either a newly trained volunteer or a student waiting a long time. Students may find it difficult to understand that they may have to wait for a teacher or for the next class session to begin, and their fragile motivation may fade. Similarly, a newly trained volunteer tutor can understand that there may be a wait for a match, but if the waiting period stretches beyond a few weeks, then the enthusiasm, interest, and the effects of the training may wear off. In the event that volunteer tutors must wait, LVA and LLA guides strongly urge that they be offered other important tasks in the interim. This would engage them as part of the total literacy effort and help forge a long-term commitment.

Training of Volunteer Tutors. Typically, 12-18 hours of LVA or LLA training are required before tutors begin work. A survey conducted by Westat, Inc. for the Adult Literacy Initiative found that the materials used by most training programs, including ABE, consisted of Laubach materials from the New Readers Press (59 percent of the 900 programs sampled), materials developed in-house (43 percent), and LVA materials (about 30 percent) (U.S. Department of Education, April 1986, p. 4).

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The content and schedule of tutors' training are somewhat adaptable to the needs of the local program. In New York City's LVA program, for example, literacy tutors attend a 10-week training program over a 3-month period. There are six such training sessions a year. As described by Fingeret and Danin (1991):

> During the first phase of training the participants attend six three-hour workshops on how to teach adult learners reading and writing skills and how to lead discussion groups. The second phase is a month-long apprenticeship during which volunteers spend two nights a week at their respective centers working with experienced tutors. Volunteers are then assigned to a group near the end of their apprenticeships. The third phase of training is comprised of three follow-up workshops on more specific instructional skills, such as spelling and editing. The workshops are held one night a week, allowing volunteers to continue with their groups one night a week and to bring their tutoring experiences to the training (pp. 9-10).

While most programs require attendance at all training sessions, make-up sessions featuring lessons on video can substitute. Some LVA programs require a follow up class 6 weeks after the new tutors have begun teaching.

Most of the literature on the adequacy of training claims that existing training for adult education teachers (who usually possess college degrees and teaching credentials but have little experience teaching adults) and volunteers is glaringly inadequate for the job of teaching adults basic literacy skills. There is little research-based data to support or contradict this claim; however, most of the literature calls for more training and at a more professional level for adult education teachers and volunteers alike. As an example, Kazemek (1988) urges much more training to be a volunteer literacy tutor:

> If it takes years of study and training to become a competent educator of adults, why do we presume that we can prepare volunteers in ten hours or so to become effective literacy educators? The task of literacy tutors is made even more difficult by the fact that many of their adult students have already experienced failure with reading and writing and bring with them the psychological and emotional distress that accompanies such failure. Again, caring is necessary but not sufficient. The adult literacy instructor also needs knowledge, skills, strategies, and an understanding of the adult learner (1988, pp. 468-469).

One reason offered for the lack of more training is that little or no funding is available to pay for the training of most literacy volunteer tutors. Even the paid staff in most adult education and literacy programs are

poorly paid. The low-paid, part-time, volunteer perspective that pervades these programs causes directors to seek easy-to-use, "teacher-proof" materials. An aware director might not want to actually hire someone with significant expertise, for that expert would recognize immediately the weaknesses in training and materials and would call for expensive improvements (Kazemek, 1988, p. 469).

While some of the literature calls for professionalization of adult literacy training, this does not mean following a traditional elementary-secondary model. The research calls for upgraded training geared to the special needs of adult learners:

- Awareness of cultural, ethnic, and linguistic differences and how to fold them into literacy instruction;
- Ability to organize lessons tailored to the individual student;
- Ability to assess the skill level of the learner, to be familiar with assessment tools and tests; and
- Ability to use decoding, experience-based, and eclectic models of teaching literacy, and to select approaches that match the needs of individual students (Foster, 1988).

In this vein, the LLA/LVA National Volunteer Literacy Campaign Training Project aims to provide a large number of supervisory trainers with a more professional foundation. They then are to impart this professional knowledge to trainers of tutors; ultimately, the tutors themselves will benefit from the more intensive teacher-training course. The campaign's goal is to increase the number of volunteer tutor trainers and to equip them with a professionalized course that will produce more well-trained literacy tutors. In brief, LLA and LVA are attempting to meet the needs of their tutors to work with their students by working to upgrade the training and support they provide to the tutors.

The few evaluations that do exist have not produced findings about the relationship of teacher/tutor qualifications, training, or part-time status to program effectiveness and gains in student learning. High student attrition rates from adult literacy programs have been reported, but supporting data are insufficient to substantiate attrition patterns. Some national estimates suggest that 50-70 percent of students who start adult literacy programs drop out (Chall, Heron and Hilferty, 1987, p. 191, Chisman, 1989, p. 5). Whether the level of training, supervision and qualifications of tutors are factors is not evident from the research to date. Neither is "dropout rate" specifically

defined. As adult literacy programs are not closed, formal programs with a planned completion date, students may leave a program and return to it.

Minimizing Volunteer Turnover. Myriad factors influence volunteer tutors' incentives and disincentives to join and to stay with a volunteer literacy effort. There is no pay, and the time commitment to a learner is substantial. Thus, it is essential to know what factors stand out as the major incentives to obtaining and keeping volunteers in adult literacy programs.

Miller (1990) reports on a concept developed at LVA-Nassau County, New York:

> It is believed that a well-balanced affiliate strives to maintain a balance between two primary emphasis areas: The Intake side, which involves all those activities which aim to bring people, both learners and volunteers, into the program, and the Support side, which involves those activities which aim to keep people in the program. A well-managed program should devote as much effort, human and fiscal, into supporting and keeping people in the program as it did in bringing them in (p. 7).

Little documentation is available on the "dropout" rate of volunteer tutors from their programs. Rogers (1984) reports high tutor dropout rates, noting that in one LVA chapter, 244 tutors had completed training between 1976 and 1984--but as of 1984, only 23 of those tutors were active. It should be noted, however, that LVA and LLA consider a tutor to be a dropout only if that tutor does not complete the initial year, but Rogers' study looked at attrition over 7 years. More relevant, according to LVA National Profile data for 1988-89, is that 32 percent of tutors left the program after less than a year.

Miller (1990) notes a number of adverse effects tutor attrition has on a literacy center:

> There is the waste of a workshop leader's time and energy in training a volunteer tutor who does not do what he/she has been trained to do. They have taken the opportunity for training away from someone who might have remained with the program longer, but who was unable to attend the workshop because workshop space is limited and assigned on a first-come, first-served basis. There is the ever-present paperwork of entering someone into the computer records, only to have to remove them; and, with an increasingly larger pool of adult students needing services, it hinders the affiliate's ability to expand its services to meet those needs (p. 7).

Some of the literature also suggests that adult basic education programs are plagued by high teacher turnover (Foster, 1989; Harman, 1985), but overall there is little documentation in this area. Chall, Heron and Hilferty (1987) observed that for paid staff in adult literacy programs in the Boston-Cambridge area of Massachusetts, conditions discouraged their retention:

> The majority of the younger instructors are women who work part-time and receive no health or pension benefits. Staff turnover among these teachers is very high. Most hold more than one job; some shuttle between two or more local literacy centers. Like many of their students, they are a migrant workforce--underpaid and without job security (p. 193).

Literacy volunteers are not directly comparable to paid staff; volunteers have no expectation of wages or benefits to begin with and so do not depend on their job in the way that paid employees might. Neither do we know whether adult education volunteer aides or tutors experience similar turnover patterns to those of LLA or LVA volunteer tutors.

LVA's 1990 evaluation of program effectiveness used affiliate survey data gathered for 1988-89 to list termination reasons:

Job/school conflict	21%
Moved/left area	19%
Fulfilled commitment	12%
Family problems	10%
Dissatisfied with experience	9%
Health/pregnancy	9%
Transportation problems	6%
Took on other affiliate responsibilities	2%
Not available	12%

Some conditions have been suggested in the literature as causes for tutors to gain or lose motivation, to persist, or to think of quitting, including:

- Treatment of volunteers from the start and throughout the period of volunteering;
- Volunteer recognition;
- Obligations of volunteers;

- The match with a learner;
- Working with the content and format of instruction; and
- Student discouragement and dropping out.

Treatment of volunteers. The treatment a volunteer receives is a function of personal contact, sense of real involvement in the organization, and recognition. Motivating influences begin with the first contact and continue throughout the volunteer's period of service; yet the guides on how to establish a literacy center only give brief, general mention of how to motivate volunteers. In Philadelphia, the Center for Literacy's manual proposes an initial orientation interview for each volunteer, to be held in person (Brandt, 1985). The orientation session should bring the volunteer into the entire project, including its history, overview of students and services, and all volunteer opportunities and time commitments. Beyond general statements like this, little is suggested.

The Center for Literacy's manual also addresses the need for ongoing support immediately after the first meeting of the tutor, student, and program manager: "This is a critical period for any student/tutor pair. Both parties are unsure of what to expect from the other. Staff support at this time is crucial. Encourage the student and tutor to drop in and discuss their concerns" (Brandt, 1985, p. 29). The manager should informally observe an early tutoring session and give the tutor suggestions.

One guidebook--on how to establish an all-volunteer ABE program--includes volunteers' evaluations of the program itself as a way to enhance volunteers' sense of real involvement as well as to serve as an element of program evaluation (Bockbrader, n.d., p. 65).

Inservice and ongoing support to tutors as tutoring progresses help maintain motivation. Some affiliate programs have organized tutor support groups that meet regularly to air concerns, trade experiences with learners, and exchange helpful tips and instructional ideas. Diligent tutors may receive invitations to help in training workshops, to become a trainer, to attend local or regional literacy conferences, or to speak before groups. Where possible, the local affiliate absorbs tutors' expenses, provides a library and allows tutors to check out numerous materials, and offers tutors discounts on LVA or New Readers Press publications.

Volunteer recognition. The largest amount of information on volunteer recognition found in the literature was in the same guide by Bockbrader. This manual recommends holding an annual awards ceremony during which a certificate is given to volunteers who have served more than 50 hours, and a pin to those who have served a shorter length of time. These items, as well as personal letters of recognition, should be placed in individual portfolios to be used when the volunteer prepares a job resume. If care is taken to compose a personal letter to the file, the volunteer will have received a meaningful award. In addition to writing detailed letters of reference for future employment, the manual stresses the importance of bringing the superior volunteer into the program's decisionmaking process, serving on committees, being promoted to a trainer of tutors, speaking before workshops or other groups. Frequent photos, thank-yous, notes, and small gifts are strongly recommended. The manual further suggests that an outside organization might sponsor the annual volunteer awards ceremony as its own contribution to adult education (Bockbrader, n.d.).

Recognition often involves personal expressions of appreciation toward an unusually caring individual. For example, the inmate tutors and students in an LVA correctional facility program in Virginia gave a party to celebrate the 50th wedding anniversary of one tutor and his wife. For the party, the inmates had collected enough money to buy the couple a gift, provide flowers, and serve cake and coffee to everyone (Marlin, 1988, p. 135). In general, making volunteers feel they are important components in the larger organization makes sense; however, there is no evidence in the literature about the effectiveness of any of these methods.

Practices we learned of during the visit to Syracuse appear to give dedicated volunteers considerable opportunity for professional growth and recognition. For example:

- A volunteer may be chosen to accompany a new reader to the annual Adult Literacy Congress.
- A volunteer may be appointed to the consultant network of LLA or to LVA's VITA corps, traveling to conduct workshops on a topic he or she has mastered.
- A tutor may work toward becoming a trainer of tutors, then a supervising trainer. These activities are largely expense-paid, though the individual may be asked to purchase training materials. Travel expenses to other cities are usually reimbursed by the organization.
- Occasionally an LLA volunteer or student may write for the newsletter or even books for New Readers Press.

- A volunteer may present a workshop or give a speech at one of the literacy conferences. Again, travel expenses may be absorbed by the organization.
- A volunteer may eventually take on a paid position with the local, state, or even national office. Appointment to a board of directors is possible.

Obligations of volunteers. The guidebooks outline the recordkeeping responsibilities of volunteers thoroughly. In the guidebooks, copies of forms and detailed instructions to volunteers are provided. These involve records of student attendance, tutor attendance, monthly or quarterly progress reports, and sometimes costs of transportation and instructional materials. In addition to the time and recordkeeping responsibilities, volunteers in LVA and LLA programs usually pay for their own training and transportation. No research exists on the effects these obligations have on volunteers' decisions to join or stay in a literacy program.

The match with a learner. The tutor's match with the student may make more of a difference to a tutor's motivation than obligations or recognition, although no research is available about which factors are most important. The manual from the Philadelphia Center for Literacy suggests the importance of the initial match: "Some managers find that it works well to match the tutors and give them the names of their students before they leave the Tutor Training Workshop. This reduces lag time between training and tutoring when the volunteer's enthusiasm is apt to wane" (Brandt, 1985, p. 20).

Even in a good match, an exemplary literacy tutor like Doris Parker, the subject of Grant Pick's case study, finds it exasperating sometimes to work with her student:

> 'Now with a child, you expect them not to know things,' Parker explains, 'and so your patience is greater. In a child's case, it's like you're taking an empty piece of paper and you are putting impressions on it. But with an adult, you expect certain impressions to already be there, even though consciously you know--like with Annie--that they aren't. It's hard sometimes not to be condescending. It's a delicate balance' (November 1990, p. 20).

Instructional content and setting. The "Laubach Way to Reading" series is a highly structured basic reading and writing series containing four skill books and correlated readers. A teacher's manual accompanies each skill book that gives the tutor an exact lesson plan for each tutoring session. The phonics-based series begins by introducing the consonants and short vowel sounds. A reading selection and several writing activities are included

in each lesson. The plans are so specific that they provide the tutor-student dialogue. In this way, this series is very easy for the tutor to use. Although this series is used by most of the LLA tutors, programs also encourage tutors to use other approaches and materials if they are better suited to the needs of the learner.

Historically, LVA's instructional approach has been context-oriented and drawn, in part, from the adult's own experiences. LVA places emphasis on writing at the beginning. The following subjects are all elements of a typical beginning lesson, as prescribed by LVA's TUTOR Manual.

1. Phonics
2. Writing a language-experience story
3. Sight words and context clues
4. Magazines, newspapers, or games

The tutor's main guidebook is TUTOR, which discusses and gives examples of all the resource and methods recommended. The tutor can start by giving the new student the LVA's initial diagnostic testing instrument, the READ test. The tutor may use the Read ON! series of sequential basic readers and workbooks published by LVA and/or other available series, such as those published by New Readers Press.

LLA's approach to instruction for English as a Second Language (ESL) students, the "Laubach Way to English" series, is based on the "Laubach Way to Reading" series. After students have completed the three "Laubach Way to English" levels, they progress to Level 4 of "Laubach Way to Reading." LVA's "I Speak English" tutor guidebook recommends a similar variety of lesson activities to those recommended in "TUTOR." Heavy emphasis is placed on conversation practice. Thus, a beginning lesson would include conversational greeting, listening comprehension (with sample dialogue included in the "I Speak English" guidebook), speaking and repeating common phrases, writing, flashcard vocabulary, a worksheet, conversation about family experiences, and homework.

Both LVA and LLA assume that offering the tutor flexibility to choose approaches works better for the tutor--that is, promotes motivation and retention--than sole reliance on a structured, sequenced text. Reportedly, LLA and LVA programs provide the support tutors need to make these choices through the design of tutor training and through ongoing consultation.

Tutors usually teach using a one-to-one format, scheduling each session with the student around the other demands on their time. Increasingly, the option to use a small-group format is being offered. The LLA/LVA Training Project noted earlier is encouraging trainers to include small-group settings. The reasons are instructional (to foster communication), emotional (to build rapport and confidence), and practical (more students can be served). The literature is divided as to whether individual or small-group tutoring is more effective for adult learners, with little research to support either view.

Student frustration and discouragement. Student frustration and dropout may be foremost among the factors that affect volunteer tutors' motivation. It is well documented that many adult literacy students in both ABE and local literacy programs do not generally stay with the program for a long time. Studies of student attrition reviewed by Sticht (1988) suggest that over half of adult literacy students leave their programs before completing 75-100 hours of instruction, that is, more than half leave before one year. Harmon (1985) estimated the incidence of dropping out to be as high as 50-70 percent. Diekhoff (1988) cites several studies from the early and mid-1980s showing high exit rates among adult students; for example: "The majority of ABE students persist in training for less than one year, with only 20 percent maintaining enrollment for longer than that" (p. 625).

The key reasons students leave, researchers have found, are a combination of discouragement, loss of interest, conflicts with jobs and child care, and health and family problems (Sticht, 1988). It can take a long time to attain functional literacy, as Chall emphasizes:

> ...if reading is seen as a broad, developing process in adults as in children, it requires more than a few weeks or months of intensive instruction.... to reach a stage of literacy that is of use for work, citizenship and one's own personal needs--and for continued learning from print--considerably more time for learning and practice is needed. (1987, p. 73)

And volunteers are often witness to very slow progress, the few available studies indicate. An LLA or LVA tutor who works with one adult coming in at a second-grade level of reading may expect about a one-level gain over a nine-month to one-year period--if the student and tutor stay with it diligently. This gain would only achieve about a third grade level of reading. Thus, even for those students who stay, there is still a long way to go to achieve the functional literacy level most educators want to see. Naturally, tutors can get discouraged.

Only sparse documentation exists concerning the incentives and disincentives faced by volunteer literacy tutors. More needs to be known about the influences that cause conscientious literacy tutors to persist or leave.

Evaluations of Literacy Volunteer Organizations

The 1980s saw few formal evaluations of the effects of literacy programs. In a report to LLA, Alamprese (1990) identified nine reputable, multifaceted evaluations of three individual programs and six related groups of programs. While descriptive data on numbers of tutors, students and hours, and perceptions of personal progress were commonly available, limited data existed on learners' reading gains.

Formal evaluations addressing the volunteer role in adult literacy programs have been nearly nonexistent. The few evaluations that were identified focused on success as measured by learners' grade-level reading achievement. Sometimes, if evaluation resources permit, other learner outcomes may be added, such as meeting the learner's immediate goals.

Evaluating adult literacy programs or literacy volunteer organizations is bound to be difficult, considering their open-entry, open-exit (for volunteer tutors as well as learners) conditions (Padak and Padak, 1991). Further, these conditions apply to most ABE programs as well. A proper evaluation would involve an ongoing commitment of time and reliable funding and would use systematic evaluation methods applied to each aspect of the program--the learners' achievements, the staff's training and experience, the program's management effectiveness, instructional content and format, and costs of the program. For each aspect, systematic use of a combination of pre-tests and post-tests, questionnaires, interviews, observations, and record-gathering would be needed. Given the extremely limited and uncertain funding these programs must live with and the possibility of less than stellar findings, it is not surprising that evaluations are limited.

Evaluations are not usually a high priority in volunteer literacy programs. In LLA's 1989-90 annual council report, when 512 council respondents ranked their most serious management needs, they put the need for program evaluation at the bottom of 13 listed needs. While program managers increasingly see evaluations as not only useful but important, they do not feel they have the resources or the proper combination of assessment tools to conduct the evaluations.

Most of the manuals for establishing a literacy program give guidelines on documenting and keeping records of attendance, progress, and other indications of program effort and outcomes. Three manuals included a section on evaluating the program's effectiveness in producing reading gains. Only one elaborated on the importance of evaluating the effectiveness of volunteers: Using the All-Volunteer Concept in Adult Basic Education to Serve the Hard to Reach Student (Bockbrader, n.d.). Guidelines and forms were provided for evaluating individual volunteers, for volunteers to evaluate the program, and for volunteers to evaluate their students' progress.

The State of Illinois attempted to evaluate one-year reading gains of a sample of 3,718 students in 23 literacy volunteer projects in 1988; yet while data were gathered on important characteristics of the 4,025 sampled tutors, no links between reading gains and tutor characteristics were established, and the role of the volunteer was not addressed (Bowren and Dwyer, 1988). What the researchers did find confirmed a high student dropout rate: only 765 students, 21 percent, persisted long enough to take scheduled posttests. A question outside the scope of their study but pertinent for our purposes is to ask, "What happens to the tutors when these students leave the project. Do they also leave?"

Data problems impede evaluations not only of volunteer literacy tutors in LLA or LVA settings but also of the role of ABE volunteers and paid instructors. ABE programs visited in a series of case studies did not maintain data needed to evaluate improvements in literacy skills (Pelavin Associates, 1990, p. 52). While the data satisfied U.S. Department of Education reporting requirements, they are not sufficient to assess learner progress or attrition. Further, definitions varied by site as to what constitutes a participant, a dropout, a service rendered, and so forth. Data collection was not a priority at sites, neither was there sufficient funding to collect such data.

In addition to data and funding inadequacies, a key problem in evaluating the effectiveness of the volunteer literacy organization is how best to measure success. Reading improvements as indicated by grade-level measurements taken in pretests and posttests are difficult to make sense of for practical purposes. Diekhoff (1988) offers an example from a review of ABE evaluations:

> In a pretest-posttest comparison, students who read initially at the 5th grade level showed a reading gain of half a grade level over a 4-month period. While statistically significant, this translates to only a 1.5 reading grade level improvement per year. Unfortunately, the majority of ABE students persist in training for less than 1 year, with only 20 percent maintaining enrollment for longer than that (p. 625).

Similarly, Diekhoff reports pretest-posttest results in a study of several Kentucky literacy programs that suggested average reading gains of 1.65 grade levels--from a second grade to a third grade level on exiting the program. While statistically significant, the author saw little practical gain in achieving a third grade reading level and then quitting.

In 1989, LVA began its own evaluation study, through a grant from Exxon Corporation. The study was designed to:

- Answer questions regarding the socio-demographic characteristics of the learners LVA serves;
- Identify progress of the learners, both in test results and in personal achievements (goals met); and
- Identify contributing factors in the success/non-success of tutor/learner pairs.

The effort thus far has been devoted to constructing a uniform descriptive database built from three forms:

1. An annual affiliate "Volunteer Form" profiling (through counts) the volunteers connected with each affiliate.
2. An annual affiliate "Learner Form" profiling (through counts) the learners at each affiliate.
3. An annual individual survey, to track each learner, his or her progress in terms of reading gains and the meeting of personal goals, entry/exit pattern, and match with the tutor who has taught the student the longest.

Affiliate projects and learners are identifiable, but volunteers are not followed individually in any identifiable form. Descriptive information about affiliates, learners, and volunteers has been developed and can be used for reports. Although the LVA's 1990 report of this effort is titled Evaluation Study of Program Effectiveness, actual evaluations of the effectiveness of any program aspects are still down the road. It is noteworthy, however, that LVA is developing an assessment instrument that intends to measure student success not only in terms of grade level gains but also in terms of specific, personal goals met (such as getting a driver's license, beginning a GED program, ability to read a favorite magazine, or ability to use coupons at the store). Recently, LVA received a grant from the Hewlett Foundation for more than $400,000 to improve the management system and help make such assessment and evaluation feasible.

LLA has contracted with an independent researcher to complete a summary of several local evaluations. This summary, along with recommendations, is to be available in June 1992.

External pressures compound evaluation problems. Objective evaluations cannot be expected from within a literacy program in need of external funding to stay alive; and not many local volunteer literacy projects' programs would be willing to undergo a multifaceted evaluation. Literacy centers undoubtedly wish to present themselves in the most favorable light possible. The Boston and Cambridge area literacy programs visited by Chall and her colleagues "reported that funding sources expect yearly 'success rates' that are difficult to attain, especially if a program has a large number of students at the illiteracy stage. Thus, many centers accept only the better readers from their pool of applicants in order to achieve the required success rate" (Chall, Heron, and Hilferty, 1987, p. 193).

3. SUMMARY OF OBSERVATIONS

This chapter begins with a summary of major observations from the literature review, the visits to the national headquarters of LVA and LLA, and the case studies of the state and local organizations. The summary is structured in terms of major topics addressed throughout this report--program organization, students, volunteers, and issues of motivation.

It is important to remember that the observations are not based on a representative sample of local volunteer literacy organizations. To be sure, the six local sites were nominated and selected for the study because they were not representative; their national organizations viewed them as exemplary local programs, noteworthy for their excellence. Further, selection of specific sites to visit from among the nominees was guided by the desire to obtain examples of unique arrangements in providing education. That these local organizations are not representative in the statistical sense, however, does not mean to imply that little of general value can be learned from them. On the contrary, these local organizations have not only survived but also succeeded; describing their practices is valuable because they can be adopted by others. Further, these local organizations are developing relatively sophisticated data collection and monitoring information systems. Thus, they can provide insights based not only on overall perceptions but also on supporting data.

The chapter concludes with considerations offered in light of new legislation that will affect adult education and literacy providers. These considerations reflect awareness of the current national discussion surrounding the National Literacy Act of 1991 and meeting the National Goals Panel's literacy goal.

Summary

Program Organization. The volunteer literacy programs visited during this study have experienced a dramatic increase in the number of students in the past five years. For example, LVA-National reported 19,079 students in 1986 and 52,338 in 1991; further, all of the six local programs reported such rapid growth in the number of potential students that they had to curtail student recruitment at one or more points. Several reasons were suggested by national and local literacy staff for the growth in the student and potential student ranks. First, extensive public service advertising in the past decade has stressed that problems of adult literacy are common. More adults are willing to acknowledge their problem, since they realize that many people are in the same situation and that illiteracy does not need to be seen as a personal stigma. Second, jobs requiring strong backs and few

academic skills are becoming increasingly rare; thus, more adults recognize the practical need for sufficient literacy to meet job requirements. Third, emphasis on parental involvement in the education of their children has led some adults to seek literacy instruction so they can help their children. Fourth, implementation of literacy-related requirements for some governmental programs has led, on one hand, to referrals from JTPA and JOBS, and, on the other hand, to pressures on some individuals to seek assistance on their own to meet new requirements (such as the need for truck drivers to pass proficiency tests for interstate licenses). Fifth, the nation has seen a significant influx of immigrants from countries throughout the world; while some of these new Americans may be highly literate in their native languages, they need to learn English to succeed in this country.

Rapid growth has catapulted volunteer literacy organizations into becoming more professionalized in their management. While trying to maintain their traditional mission of teaching through the use of volunteers working in an informal setting with adult learners, the organizations have also needed to hire professional managers, utilize sophisticated media-based recruitment campaigns, and collaborate actively with community-based organizations and public agencies. In short, the increase in the number of their students has strained their organizational capacity. Among other activities, it has led to urgent searches for more space, launching more tutor-recruitment efforts, trying to strengthen tutor-training teams, doing more fundraising, and learning to deal effectively with the public agencies referring students. It also has meant an increase in recordkeeping, a need to maintain more and better data, and a need to coordinate more closely with the state, ABE, United Way, the local newspaper, the library system, social welfare agencies, the YMCA/YWCA, the community college, banks, landlords, corporations, and many others. These demands take attention away from direct tutoring and teaching.

A reliable source of substantial funding has become almost a necessity for local programs' organizational survival. All the visited sites have developed a significant part of this financial foundation through the United Way. In some cases this support is direct, while in others the United Way funds come through another organization, such as a YMCA. Several of the sites have been able to obtain state or local governmental support for a portion of their operation. Some of the governmental support has been targeted to support adults referred for service by other agencies (e.g., JTPA), while other funds support general activities. Even with United Way and governmental support, however, all but one of the visited programs spent a great deal of time on fundraising. The one local program that did not, Opportunity for Adult Reading (OAR), received relatively more governmental support than the others and, as both a cause and result of this, was more directly involved than the others with ABE. Some fundraising appeals went directly to their tutors or even students for membership or application fees; others used

fashion shows, book sales, or athletic events to raise money. The key point is that they all have to work hard to obtain the resources to stay in business, and as more students are being served, a larger amount of money is needed.

To meet the needs arising from increases in the numbers of students, the LLA and LVA programs also have had to acquire more central office staff, and do so rapidly. Rapid expansion of any organization brings with it risks of losing consistency in day-to-day practices and of losing sight of the primary mission of the organization. Added to this is the reality that many of the new staff are actually volunteers who work just a few hours per week; this can jeopardize needed consistency in tasks that often require specialized skills and training, such as accounting and database management. As the organizations grow larger, however, the need to fill those skilled positions appears to increase even more rapidly. Further, growth in staff appears to be closely related to the professionalization of the staff. While the need for full-time attention to full-time tasks was uniformly recognized in the interviews conducted for this study, there was a distinct undercurrent of regret that the days when all the volunteers could share all the jobs were gone.

The state organizations appear to provide a valuable support mechanism for helping the local organizations deal with growth. For example, LVA-Connecticut provides direct services for its local affiliates, specifically in handling its affiliates' payrolls and providing technical data management assistance. Cal Lit provides opportunities for training in management procedures and believes such training to be one of its most important functions.

Increased numbers of students, larger staffs, more money, and greater needs for professionalism were tied to efforts to improve data management procedures in the visited sites. In large measure these efforts appeared to result from the need to be accountable to funding sources; at the same time, there was also a clear desire on the part of many of the managers to find out more about their students, tutors, and the effectiveness of activities. None of the information systems being developed was complete, and they all shared the problem of getting volunteers to complete and send in forms. In particular, a notable lack of consistent, reliable data on students' reading gains and on student and tutor attrition characterized all six sites. At the same time, the local organizations recognized the importance of improving their information systems to increase program effectiveness, and they all are making efforts to do so.

To the extent that the local literacy organizations can improve data collection and form stronger links with state literacy organizations, ABE systems, and public programs that tie job readiness with basic skills acquisition, they will be prepared to meet requirements promulgated by the Adult Education and National Literacy Acts and be qualified to apply for funds that become available.

Students. According to the national and local program personnel and students interviewed for this study, as the national call for literacy has become widely publicized, more and more adults are approaching literacy programs. Their families and employers urge them to master the basic skills they had missed, or social service providers increasingly require the demonstration of literacy skills to stay in or complete programs. Further, reportedly more of the adults seeking assistance have immediate needs related to work, schooling, and economic independence, and the variety of student characteristics and needs has broadened.

The most significant difference among students was whether or not they spoke English. By and large, it was reported that the ESL students who have recently settled in large, urban areas generally appear to be highly motivated and ambitious to learn English quickly for immediate employment and to continue on to additional schooling. Many American-born basic reading students, on the other hand, are burdened with a history of failure in school and family problems at home. Reading progress may be slower for them; tutors often have to serve as both counselors and teachers. Individual tutoring has been the norm for basic reading students, while small-group instruction is more typical in ESL. This instructional difference results from two factors: first, ESL students can frequently be taught at the same pace because they do not have multiple problems; second, as a practical matter, there are fewer ESL-trained volunteers. It should be noted that small-group instruction is being used more frequently with basic reading students than in the past, not only because it is practical but also because the available research indicates small-group tutoring can be effective.

Relatively little recruitment of students is needed, at least in the developed, successful programs visited in this study. A brief public-service-announcement campaign is enough to lengthen the student waiting list substantially in the visited sites. Timing of any student recruiting activity is critical; an extensive volunteer tutor recruitment campaign must be launched well in advance to produce enough newly trained tutors to meet increased student demand. Some literacy programs have developed small-group classes as a bridge for students, particularly ESL students, awaiting a tutor or class assignment.

One of the 6 sites, which primarily serves ESL students, charges students a $10 non-refundable fee upon intake, and the program has not found this practice to cause students to withdraw. The practice is viewed as representing a student investment and commitment. Most of the other local organizations visited would not consider charging students a fee. This kind of decision appears to be primarily a matter of local judgment; data on the effects of charging students are simply not available. Further, as long as there are more students who can be activated by recruitment efforts to seek assistance than there are resources to serve them, whether a fee is charged or not probably does little to affect the total numbers served.

The case studies revealed that the local literacy organizations had gathered ample information about the characteristics of incoming students. However, a lack of data on program effectiveness makes it difficult to know what their reading gains are, the extent to which they meet their goals toward more productive livelihoods, their attrition patterns, or how those measures of effectiveness are related to the characteristics of the students and the types and amounts of services they receive.

Volunteers. At the visited sites, local personnel reported that their literacy volunteers include an increasingly young and professional group who want to "give something back to the community" for perhaps a year or two before engaging in another type of community service. The aggregate data from those sites suggest the change implied here is only slight but is consistent and perhaps getting stronger.

Most of the local programs have to recruit heavily and frequently (if not constantly) to ensure enough volunteers not only to meet new student demand and replace volunteers who have served a year or so, but also to replace those volunteers who leave after less than a year. Recruitment activities vary widely, including newspaper, radio, and television public service announcements, appearances before any civic or church group that will listen, booths at fairs and festivals, and public relations. It is not clear across these sites which methods work better in terms of their cost, complexity, and effectiveness. While most volunteers hear about the program through public service announcements, those announcements are expensive to produce and may primarily promote awareness, with another method needed to convert awareness to action.

While professionalization is rapidly taking place organizationally, professionalization in terms of incoming qualifications of the adult literacy teaching force is not considered essential by individuals interviewed for this study. There was a widely held conviction that the only incoming qualifications needed for tutors are caring,

commitment, and love of reading. It is believed, in parallel to the general point, that through careful matching, personal staff support, and strengthened professional development of tutors through inservice education, volunteer tutors can deal effectively with some learning disabled adults or adult students with other special needs. None of these convictions can be supported (or rejected) because the data have yet to be collected widely and systematically enough to give them a fair test.

Tutor-student matching is taken very seriously at all the sites. It occupies much staff time and professional attention, with an aim of producing a long-term working relationship. While considerable attention is devoted to the activity and substantial information exists on how matches are made, much less attention has been devoted to gathering data about the effects of different matches. Thus, much of the matching process relies on what could be best described as keen intuition. The case studies suggest that a good match need not involve a tutor "who's been there." Indeed, many students reportedly thrive with an older teacher or a working professional tutor who shows patience and respect for the student. No clear patterns calling for certain racial or gender mixes emerged from the site visits.

Further, it was not even the case in all sites or situations that long-lasting matches were seen as particularly desirable in and of themselves. First, a caution was expressed that the students in some long-lasting matches may make slower progress over time and settle into a kind of co-dependency. Second, the idea of a continuity of commitment emerged as effective in reassuring students that, though their tutor is a volunteer and may leave the program after some time, another tutor will be there to teach, one who is just as committed and well-qualified. Another important point here is that waiting for research on the "best" matches ignores the facts that local volunteer literacy organizations do not have control over who volunteers and that "good" matches are much better than no matches at all.

Issues of Motivation. The case studies suggest that a strong tutor support system gives substantial weight to both (1) tutor initiation and training and (2) continuing support after the tutor and student are matched. During the first phase, it is not uncommon to charge tutor candidates up to $25 and to require attendance at all of the training sessions (including making up a missed session). Tutors are also expected to record and submit periodic reports on their students. These obligations do not seem to strain volunteers' motivation. Indeed, they test and affirm the volunteers' commitment to a professionally run organization. What means the most to many tutor candidates at this stage is a well-conducted training experience, with personal commitment, interest, and competence demonstrated by the trainers.

The approach to instruction was also seen as important. All the local programs were open to both one-on-one and small-group tutoring as effective settings, even for basic reading instruction, depending on tutor and student preferences and schedules. Where the student waiting list is long, math groups, essay groups, or English conversation groups appear both a necessary and effective use of waiting time. That these bridges are effective is suggested by the fact that students and group teachers often continue in these groups long after an individual tutor is assigned. The local programs maintain a wide variety of curricula and computer-assisted instruction. While the tutor usually begins with the method taught during pre-service training, if it does not seem to work, numerous other methods may be tried. As a related factor, local programs vary in the spacing of individual tutor training sessions; for example, sessions may span four weeks, or sessions can be concentrated to span less than two weeks depending on what works within the circumstances of a particular community.

The visited programs are working toward strengthening the second element of tutor support, maintaining contact with tutors after matching. This has been more difficult recently, given the rapidly increasing numbers of students and matches. To cope with expansion, the programs are trying to institute networks in which specially assigned volunteers call each tutor regularly and do not wait for tutors themselves to call the office. From another tack, programs are trying to get the tutors to come into the central office more often. More inservice workshops are being planned at some councils and affiliates, but staff members acknowledge that attendance is low because most volunteer tutors are not ready to make time to participate in other activities beyond direct teaching. From the experiences of these local programs, the most effective effort toward tutor support may be a system of regular personal calls during the first months of tutoring with calls every few months thereafter. One or two planned inservice workshops especially for beginning tutors also may hold promise.

Although many opportunities for professional advancement (for example, becoming a trainer, a trainer of trainers, a paid staff member, or director) are open to tutors and tutor recognition events are common, tutors interviewed for this study do not consider these opportunities or events as major incentives to remain committed. They say seeing that their students are achieving success by making progress in their lessons and seeing their students receive awards for reading progress or goal attainment are their main motivations. On the other hand, having a student quit or lose interest is a major factor in a tutor's discouragement.

Assessing Progress and Attrition. Tutor attrition is generally perceived as a widespread problem, certainly if attrition is defined as leaving before a year has passed. At the same time, the incidence and causes of

tutor attrition, whether before or after a year, constitute a largely unknown area. Little meaningful information exists on precisely why tutors leave. Even when former tutors are asked for their reasons, the very brief checklist of possible reasons used in most of the surveys or forms does not probe beyond "insufficient time" or "changed personal circumstances" to identify specific explanations. Neither have there been attempts to link reasons for leaving to the reasons for becoming involved in the first place or to other possible factors. Because of the absence of specific data on the causes of attrition, little is known about what specific actions would motivate tutors to stay with a student, or stay with the literacy program as a whole in any capacity.

Similar issues surround attempts to assess reasons for student attrition. Further, there is a strong reluctance to record an adult learner as terminated, for the individual may always come back, and many reportedly do so. Records kept to date are not complete enough to measure exit and return rates, and the needed time has not been devoted to such an assessment, given the other resource demands upon these organizations.

Assessment of reading gains has not been possible. This is because many students terminate without a posttest, available tests are seen as inappropriate, and it has not been given a high priority. Volunteer tutors are asked but not required to test their students or report test results. It may be unrealistic to expect that volunteers will perform testing and assessment with their literacy students. Indeed, some experts consulted during this study believe that periodic testing should be a central staff responsibility performed by a trained individual other than the student's own tutor.

An extremely wide variety of literacy competency tests were observed in use across the board. Both LLA and LVA programs used ABLE, WRAT, READ, ESLOA, and BEST; state-originated assessments such as CASAS in California and CAPP in Connecticut; and JTPA's assessment instruments, among others. Regardless, the standardized tests that tutors were encouraged to use were not seen as being congruent with the end-of-book tests used in specific reading series to determine "graduation" from level to level. In short, the area of assessing reading-level and goal-achievement progress contains so many unknowns that conclusions cannot be drawn from this descriptive review.

Future Directions for Supporting Literacy Volunteer Organizations

Adult Education Act funding has been a lifeline of support to literacy volunteer programs in many communities. The National Literacy Act of 1991, which amended the Adult Education Act, now sets forth a framework for program accountability for all federally assisted adult education and literacy programs. For volunteer literacy providers that receive or seek federal assistance, this means they will need to demonstrate the effectiveness of their programs, professionalize their operations and information management, and demonstrate greater expertise in the training and supervision of their volunteer tutoring staff.

Specifically, the National Literacy Act requires that programs receiving federal assistance through the Basic State Grant Program demonstrate:

- their past effectiveness in providing services (especially with respect to recruitment and retention of educationally disadvantaged adults and the learning gains they demonstrated);
- the degree to which they will coordinate and utilize other literacy and social services available in the community; and
- their commitment to serve individuals in the community that are most in need of literacy services.

The Act also requires that states evaluate all programs receiving federal assistance on these criteria as well as on their success in meeting state indicators of program quality after such indicators are developed in 1993. In addition, the National Literacy Act places strong emphasis on the training of teachers--including professional teachers, volunteers, and administrators in federally assisted programs--to ensure that they effectively serve adult learners. Literacy volunteer programs that seek federal assistance under the Act will need to adapt their practices to this framework.

As adult education and volunteer literacy organizations demonstrate program quality in the spirit of the National Literacy Act, certain practices will require more of their attention:

- assessing student progress;
- maintaining program information systems;

- enhancing the recruitment, training, assignment and inservice education of tutors and teachers; and
- coordinating with other education and social service agencies.

Assessing student progress. Literacy volunteer programs most often serve the lowest-level learners. The provision of one-on-one or small group instruction is widely viewed as an effective practice for both recruiting and retaining adults for whom more traditional teaching environments have failed. But like all organizations involved in adult education, volunteer literacy programs will need reliable assessment tools to measure student progress. If federal assistance is sought, this kind of accountability will have to be demonstrated.

To the extent that literacy volunteer programs are consulted and fully informed as to the framework for accountability, they can be invaluable contributors to the development and implementation of effectiveness indicators and assessment tools. The LLA and LVA National and State leadership is well-positioned to disseminate information and conduct a program of education in this area.

Maintaining program information systems. Documentation of program services, budgets, staffing patterns, and attrition and retention patterns of both students and tutors is central to demonstrating the effectiveness of a literacy program. The accountability framework of the Act indicates that literacy volunteer programs should have access to and actively seek technical assistance in demonstrating their effectiveness in providing services. Improving program information management can be encouraged through the active recruitment of community volunteers with expertise in those areas.

The federally supported National Institute for Literacy appears to be particularly well-positioned to provide resources for training in program information management, not only for volunteer literacy programs but for the broad field of providers. The network of State Literacy Resource Centers, initiated in 1992, offers another valuable resource for this activity.

Enhancing the capabilities of tutors and teachers. The National Literacy Act suggests additional research is required about the need to professionalize the adult education and literacy teaching force, including volunteers. Specifically, research is needed to determine the relative importance of requiring some kind of prior

certification, requiring a more rigorous course of training, or other approaches, for example. Regardless of the skills and qualifications of volunteer tutors, with well-developed initial training before tutoring and strengthened inservice education for active volunteers, adult education and literacy programs will be positioned better to evaluate the relationship between such training and student progress.

The National Institute for Literacy, the National Center on Adult Literacy (NCAL), and the State Literacy Resource Centers offer opportunities for research projects that can develop or identify, validate, and disseminate information on promising practices and state-of-the-art volunteer training methods. LLA and LVA national offices can provide leadership in promoting such activities through the Institute and NCAL. State offices can provide leadership in promoting such activities through the State Literacy Resource Centers.

Encouraging coordination. Effectiveness can be strongly enhanced by planned, systematic coordination with other educational institutions in the school district, county and community. The Act encourages literacy volunteer organizations to continue and build upon efforts to coordinate with and utilize other literacy, employment/training and social service providers to strengthen their opportunities for support under the Act. Creating strong linkages with adult education providers in the community is likely to strengthen the effectiveness of literacy volunteer programs. Linkages with other social service and job training agencies in the community will also contribute directly to program effectiveness. By strengthening these linkages, literacy volunteer providers will be able to take advantage of the opportunity for full partnership through direct and equitable access to federal funds.

State Literacy Resource Centers may serve as both a catalyst and resource for technical assistance in building community partnerships among adult education and literacy providers and other agencies.

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Part 2

DESCRIPTIONS OF NATIONAL, STATE, AND LOCAL PROGRAMS

1. LITERACY VOLUNTEERS OF AMERICA PROGRAMS

Summary of LVA National Program

Literacy Volunteers of America (LVA) was established in 1962 in Syracuse, New York, by Ruth Colvin, initially to address adult literacy needs in the Syracuse area through use of multifaceted instructional approaches. The organization was incorporated in 1967. As of 1991, LVA national records reported 51,437 volunteers serving 52,338 adult learners through 434 state and local LVA affiliate programs in 41 states. The Syracuse office operates the national program with approximately 20 FTE staff members.

Organizationally, LVA's headquarters are located in Syracuse, with an adjunct central office in Atlanta, Georgia. State LVA offices in 10 states constitute the most important level of service, according to LVA's organizational principles. These state offices provide direct service to all but about 100 of LVA's affiliate programs.

LVA's instructional method centers upon one-to-one tutoring and, increasingly, small-group instruction, which takes place mostly with ESL students. LVA educational services include formal courses of tutor training and inservice education; affiliate support in the form of guidance and reference materials; recognizing and involving new readers; instructional publications and tutorial guides; a lending library; professional conferences; and public policy advocacy. LVA considers itself an outreach arm of Adult Basic Education, reaching lower-level and beginning adult readers.

Instructional approaches have a firm grounding in phonics but incorporate other eclectic teaching tools available to each tutor and a philosophy of following the goals and interests of the individual student. Tutor training and initial tutoring, however, begin with uniform use of TUTOR, LVA's basic tutorial training guidebook.

LVA-National's budget of $2.2 million in 1991 was derived in large part from the sale of LVA publications, which constituted about 40 percent of total revenues. Most of the remainder came from public or private support. For the past two years the Combined Federal Campaign has provided about $50,000 per year. Of $1.9 million in national expenses, approximately half went to programs, services and conferences, and $662,000 was spent on publishing materials.

According to 1991 records, about half of LVA's adult learners are female; most are under 45. Annual affiliate reports indicate that 33 percent are white, 21 percent are black, and 22 percent are Hispanic. About 40 percent who enter report having a ninth-through-twelfth-grade education, and about 10 percent report having less than a 5th grade education.

Learner retention and attrition are beginning to be monitored through the annual reports that all affiliates are asked to submit to Syracuse. Currently, it is estimated that approximately 40 percent of learners leave before 25 hours of instruction; about 25 percent of learners stay 50 or more hours.

About 80 percent of LVA volunteers are female, about half are 45 years of age or older, and about 75 percent are white. About 40 percent of volunteers have attended or graduated from college, and 40 percent work full-time. Most of the 51,000 volunteers serve as tutors; others perform administrative and training functions.

The volunteer commitment consists of 18-21 hours of training over four to six sessions, a nominal materials fee, and a one-year commitment to tutor two one-hour sessions per week.

Volunteer tutor retention is beginning to be monitored through annual affiliate reporting systems. LVA estimates that roughly half of beginning volunteer tutors stay a full year or more. LVA National Profile data for 1988-89 indicated that 34 percent of tutors left after less than a year.

Case Study of an LVA State Office: LVA-Connecticut

Overview

LVA-Connecticut is housed in a large multi-service agency building on the outskirts of downtown Hartford. The city's local affiliate office, LVA-Greater Hartford, is in the building next door.

LVA-Connecticut was established in 1972, funded by a Right-to-Read grant. At that time there were no LVA affiliate offices in Connecticut. As stipulated by LVA-National, the job of the first state office director was to start both a state organization and the state's first local LVA affiliate, LVA-Greater Hartford. By 1977, when the current executive director was hired, the state office had six affiliates in place. The executive director had previous experience with the Governor's Council on Voluntary Action and the National School Volunteer Program. Upon taking the full-time paid LVA position, she took basic reading and ESL tutor training and tutored for a year.

The original mission of the state office was to establish affiliates statewide so that new readers in Connecticut could be served easily. That mission has been accomplished; the 18 affiliates are well-established and financially sound. As of 1990-91, 5,600 students throughout the state were being served by 5,200 LVA volunteers. The state office is committed to providing training, technical assistance, evaluation, and funding support to the affiliates.

Administration

LVA-Connecticut is governed by a 29-member board of directors that is currently headed by a president who is a partner with a major accounting firm. The board's vice president is an education consultant with the State Educational Department's Division of Adult Education, and the board membership is rounded out with officials of large companies, public library systems, LVA affiliates, and colleges. They meet five times a year at corporate offices. This policymaking body functions through committees on finance, development, communications, field services, personnel, and public policy.

Policy decisions are implemented by a management staff of six full-time and one part-time paid professionals: the executive director, the director of administration (under whom are the office manager, secretary/computer consultant, and bookkeeper), the director of field services, and the director of development and public relations.

The computer consultant is implementing an IBM and state library-funded project training tutors in the use of computer-assisted literacy instruction at the affiliate level. The bookkeeper does the payroll for all paid staff at all the LVA affiliate offices in the state because the financial staff at local affiliates are often volunteers whose tenure is limited may leave at any time. The director of field services trains and certifies volunteers throughout the state who are preparing to be trainers and also leads the evaluation teams that formally evaluate six of the affiliates each year.

LVA-Connecticut's 1991-92 budgeted income of $354,000 is received primarily from Hartford-area corporations and foundations ($180,000) and from state-administered grants (Adult Basic Education, Library Services and Construction Act, state library grants, VISTA, and the Connecticut Adult Performance Program of competency-based assessments) totaling $135,000. Individual contributions and fundraisers round out the state office's income.

Because LVA-Connecticut is primarily an administrative entity whose professionals assist LVA affiliates, most of its expenditures (69 percent) are for salaries, benefits and payroll taxes. Affiliate support, travel, and materials development constitute about 10 percent of total expenditures. The remaining 21 percent is for rent, utilities, supplies and postage, insurance, public relations, and a contingency fund.

Services to Affiliates

LVA-Connecticut performs several state-level functions related to federal and state literacy initiatives. It receives and manages public funds to support LVA volunteers who serve as ABE classroom tutors and one-to-one teachers, pilots workplace and family literacy programs, and seeks to make literacy a prime activity in public libraries. The efforts of LVA-Connecticut go directly to serving its affiliates, tutors, and students with administrative, financial, program, and news/informational support.

Administrative Support

- The state organization operates under a 10-year plan that sets goals and objectives for literacy volunteer action statewide.
- It organizes trainings, arranging for trainers, space, and materials. LVA-Connecticut is active in organizing training that focuses on board, affiliate-office, and staff management. Other special training sessions it organizes have to do with implementing new state or federal programs at the local affiliate level.

Financial Support

- The state office does the payroll for all paid staff members in all the affiliate offices, and keeps the corresponding financial records.
- LVA-Connecticut manages a contract with ACTION that provides VISTA workers to support local affiliates.
- It prepares comparative affiliate budget data that show income and expenditures for all the state's affiliates.
- It assists affiliates with their fundraising efforts and provides grants to each affiliate annually.

Program Support

- The state office initiates or pilots new literacy/outreach programs. For example, the director of field services is conducting a pilot test of a literacy program in Hartford for mothers on welfare. Based on this experience, the director of field services will advise local affiliates on implementing this kind of program.
- Connecticut is instituting the Connecticut Adult Performance Program (CAPP), an educational system centered upon an examination testing how well adults have mastered basic skills. The state office provides the special training to affiliate personnel that will be needed to use the CAPP instruments and maintain CAPP data. Any LVA affiliate in Connecticut that receives state funds (and many do) must implement CAPP testing with its literacy students.
- LVA-Connecticut has been a leader in implementing the 1987 federal law that requires truckers in all states to pass a reading proficiency examination. This requirement must be in place by 1992. The state office requested truckers' educational kits from the federal government and distributed them to the affiliates.

- The state office honors both LVA students and LVA tutors from the local affiliates at its annual meeting and other recognition events.

- LVA-Connecticut maintains a central library of materials and resources. On its own it disseminates some items to the affiliates, and allows affiliates to borrow items. One valuable resource the office developed, in cooperation with the State Library, is "Books by Mail," a catalog of materials that tutors may borrow freely, with all postage prepaid. Nearly 500 books and teacher's guides are featured in this catalog. The state office evaluates new materials and instructional methods, disseminating its reviews to the affiliates.

- The state office provides training and certification for those who want to become trainers of tutors. It also formed its own 15-member VITA (Volunteers in Technical Assistance) Corps, patterned after LVA-National's VITA. A group of volunteers, hand-picked by the affiliate directors and the state office, will be available to travel the state and conduct trainings and offer other guidance.

- The state office provides a computer/database consultant to any affiliate in need of this service.

- The state office formally evaluates every affiliate every 3 years using an evaluation team that consists of a state board member, a state office staff member, and a member of another Connecticut local affiliate. There are four primary components in the affiliate evaluation process:

  - The affiliate completes a lengthy Self-Review Packet 6 weeks prior to evaluation.
  - An on-site visit is conducted by the LVA-Connecticut evaluation team.
  - A report on commendations and recommendations is prepared and sent.
  - A followup site visit by an action planning team takes place some months after the completion of the evaluation.

- The state office develops and distributes to affiliates documents that summarize the major statistics of all affiliates--budget amounts, funding sources, expenditure breakdowns, staffing, numbers of basic reading and ESL students served, numbers of volunteers and numbers of trainings held.

- The state office provides an annual all-day training conference for volunteers and staff.

Communications Support

- The state office produces and distributes a newsletter every quarter. In addition, a news update is mailed every month to keep the affiliates informed of upcoming conferences, trainings, and regional and LVA-National events.
- It distributes the minutes of every state board meeting to all affiliates.
- Each year, six affiliate representatives are selected to serve on the state board. This helps keep the affiliates abreast of state activities, and it serves to communicate affiliate problems back to the state office.
- The state office maintains and makes available updated mailing lists of its own affiliates, adult education officials, and other professionals.

Conclusion

LVA-Connecticut is one of the oldest and most mature LVA state offices, and its 18 affiliates are well-established. State office activities involve serving the newer affiliates, communicating with all the affiliates, helping affiliates implement state and federal programs, and holding frequent literacy workshop trainings for those who will become trainers of tutors or board members. LVA-Connecticut stresses the importance for the affiliate of building a solid professional relationship with its local ABE provider. The LVA state office encourages regular cross-referrals and better recordkeeping on these cross-referrals. It encourages the use of LVA tutors as one-to-one tutors of ABE students at the ABE site to supplement classroom learning.

Case Study of a Local LVA Program: LVA Stamford/Greenwich
Stamford, Connecticut

Organization

Background. Literacy Volunteers of Stamford/Greenwich (LVA-S/G) serves the urban communities of Stamford and Greenwich, located about 30 miles northeast of New York City. Stamford's population of 108,000 grew from 103,000 in 1980, with much of the increase represented by an influx of people from Poland, Russia, Colombia, and Haiti. LVA Stamford/Greenwich, which emphasizes ESL services, has grown tremendously as a result, from 167 students in 1980-81 to 960 in 1990-91. The center's rapid growth over the past 6 years is shown in the table below.

LV-Stamford/Greenwich Growth, 1985-86 to 1990-91

	1985-86	1986-87	1987-88	1988-89	1989-90	1990-91
Number of learners	326	471	495	623	802	960
Number of volunteers (tutoring and administrative)	257	328	464	515	562	630

LVA-S/G recruits, trains, and matches volunteer tutors with adults in need of basic language skills. Students range in age from their mid-teens to late 80s. The center's profile sheet reports that in 1990-91, "We helped 960 clients from 58 countries speaking 26 different languages. Ninety-five percent are educationally and economically disadvantaged adults. Our waiting list continues to hover around 250 with an average of 10 new applicants per week."

Most of the literacy tutoring is ESL in nature; about three-fourths of the students are foreign-born and recent arrivals to the United States. ESL tutors usually work with more than one student: perhaps two students at different times of the week, or more commonly, a single group of two or three ESL students from a mix of

countries. Some tutors meet with a regular group of 8 or 10 foreign-born students 1 evening a week in conversation groups, while English-speaking students are tutored on a one-to-one basis at places mutually convenient to both tutor and student.

The program began in 1974 with no paid staff. The children's librarian at Stamford's Ferguson Public Library took on an additional role as trainer of new literacy volunteer tutors. The program began with about 10 tutors and as many students.

In 1979, LVA-Connecticut's state office director hired a part-time coordinator for the small Stamford program. The job was for a 20-hour-a-week position, paid by a Connecticut State Libraries grant. The new director inherited an office in the basement of Ferguson Library, with a telephone, a desk, a cardboard carton of materials, and a list of 10 inactive volunteers.

The director's first steps were to recruit enough church friends to hold an initial basic reading tutor training workshop and to identify students. For students, the director contacted the Urban League and the Adult Basic Education (ABE) office. These queries produced enough students to match the first group of tutors. The director also convened a board of directors and obtained a grant from the Stamford Foundation for operating funds.

The early 1980s saw an expansion of media exposure and corporate funding, with support from the Rotary Club, J.C. Penney, Xerox, Champion International, General Reinsurance, and others. In 1984-85, the affiliate became a United Way agency, and in 1985-86, it was recognized as the Number Two LVA Affiliate in the country. The director joined LVA's National Training Staff as a Volunteer in Technical Assistance (VITA) in 1986-87. As LVA-Stamford grew to include neighboring Greenwich, its offices had to move. A Unitarian Church is its fifth location, and the next move, to a former YWCA building more centrally located downtown, is being planned.

LVA-S/G's administrative office serves as headquarters for the numerous conversation classes, tutor trainings, and tutoring sessions held around the Stamford/Greenwich area. The center is open year-round, with regular business hours Monday through Friday and Saturday morning hours as well.

Staffing Pattern. A 19-member board of directors sets policy, oversees the operation of LVA-S/G, and prepares its strategic plan. A few tutors and students serve on the board, and the director is also a voting board

member. This board meets every month, and new members attend a formal orientation session led by the director, whose VITA expertise is in board development and program management. The full board has a day-long retreat once a year. The board members serve on standing committees, including finance, program, community relations, personnel, and long-range planning.

The office staff is made up of both paid and volunteer workers. The paid staff consists of five full-time and five part-time employees.

Executive Director	Full-time
Associate Director (Volunteer/Student Support)	Full-time
ESL Coordinator and Head Trainer	Full-time
Outreach/Matching/Training Coordinator	Full-time
Receptionist/Clerk	Full-time
Basic Reading Coordinator and Head Trainer	Part-time
Office Manager/Databases	Part-time
Bookkeeper	Part-time
Housekeeping	Part-time
Site Facilitator	Part-time

Volunteers also work at the office (part-time) to write news releases and other publicity materials, write and edit the quarterly newsletter *Literacy Laurels*, compile the quarterly journal of student writings called *Learning Together*, conduct student intake interviews and testing, and help with mailings. In total, 68 volunteers perform non-tutoring tasks.

Funding. LVA-S/G's 1990-91 total expenditures of approximately $180,000 represented an increase from $149,000 the previous year. The cost per learner was similar for both years: $185 per learner in 1989-90, and $188 per learner in 1990-91. Revenues for 1990-91 totaled $199,000, virtually none of which came from state or federal government sources. The director has tried to minimize public involvement and take full advantage of the large private funding base of Stamford, a suburb of New York City and headquarters of many companies. The proportions of funds by source are listed below:

Funding Source	Percent of Funds
United Way	29%
Grants and contracts from corporations/organizations	29%
Contributions from corporations	15%
Individual dues and donations	13%
Workshop/training/material fees	5%
Fundraising events	4%
Donations from churches, clubs, and foundations	4%
Interest; LVA State support	1%
	100%

A major grant was received from UPS for $150,000, to implement the LVA-S/G's three-year plan--which foresees hiring additional professional staff to support the growing number of students and strengthen training of tutors and to cover increases in rent and utilities at the new offices. Most contracts from corporations are workplace literacy commitments. The literacy center provides specially trained tutors to work with employees on a long-term basis. Members of LVA-S/G's training team provide this training and coordinate with companies to implement the program. Administrative and commuting costs may be included in a contract.

Sixteen companies in the Stamford/Greenwich area contributed to LVA-S/G, and individual membership drives produced 13 percent of the council's revenues in 1990-91. Appeals are mailed to every tutor and student, current or former, for individual donations. Any donation will ensure that they receive the full set of newsletters and other announcements. Board members are expected to contribute as well. Every incoming student is expected to pay a fee of $10 upon intake, and potential tutors must pay a $25 nonrefundable fee along with their applications to take a tutor training course. These policies reflect the staff's belief that the fees symbolize an important investment by both the student and the tutor.

The main fundraising event is Student Recognition Night, a well-publicized dinner held at a hotel. Corporations and other groups purchase tables for 10 at $500 per table. The last dinner event raised $8,000.

LVA-Connecticut gave a small grant to this affiliate to pilot the administration of a new test the State of Connecticut recently required the Connecticut Adult Performance Program (CAPP), a proficiency exam intended to integrate basic educational skills with life skills. CAPP may eventually supplant or supplement the READ and ESLOA tests now used by LVA affiliates in Connecticut.

In-kind donations include corporate donations of all the furniture and office equipment found at LVA-S/G. The public library prints the center's stationery and mails all correspondence and newsletters at no charge.

About two-thirds of all expenditures are used for salaries of the 10 paid staff members, stipends for trainers, and professional fees of an auditor. Rent, supplies resource materials, and the expenses of conducting tutor training workshops are other major expenditures. Travel/registration costs are paid for several people to attend the annual LVA conference (including a tutor and a student if possible) and regional conferences.

Coordination. LVA-S/G coordinates with the ABE administration in that the two entities refer students to one another. In addition, LVA-trained tutors often volunteer as ABE classroom aides, but this is done on their own initiative. Sometimes students find an ABE or GED-preparation class somewhat intimidating, or students' schedules may conflict with the ABE or GED classes offered. In these cases, LVA-S/G volunteer tutors educate them in English, writing, math, and related skills so they can advance and eventually take the GED exam.

Occasionally an LVA tutor accepts a paid teaching job with ABE/GED at $19/hour, but the director is not concerned about losing a significant number of tutors to paid classroom teaching jobs. Fewer than 10 tutors have done this, and most of them still keep their commitments to their LVA students. Starting in 1992-93, all ABE/GED teachers in the state will be required to have earned a standard teaching credential. This will eliminate the opportunity for those with only LVA training to teach ABE/GED classes but will still permit them to serve as aides.

While LVA-S/G has a long history of communication with the LVA state office, LVA-S/G has reached a stage of maturity that calls for only minimal guidance from the state office. The LVA state office in Hartford communicates frequently with LVA-S/G through its own newsletters and by telephone. The state office has a computer expert who is on call to its 18 affiliates to help with programming. Occasionally, LVA-S/G's head basic reading trainer or the head ESL trainer (who received training from LVA-Connecticut) will attend a state office meeting on a relevant instructional topic. The affiliate director attends LVA-Connecticut's annual meetings.

LVA-S/G maintains good working relationships with United Way and the companies that contribute to it. The director operates this affiliate as a business to be respected on equal terms with others of the Stamford

business and civic community. Corporate officials serve on the board, not as figureheads, but as active workers who develop projects and prepare reports for the board.

Recordkeeping. Financial and database management is handled, for the most part, by a part-time, paid professional staff member who serves as office manager. He is the one most familiar with the computer. Working with him is the council's bookkeeper, also a part-time, paid staff member. The receptionist also keeps student/tutor records and passes along any changes (in active/inactive status, hours tutored, phone or address changes, etc.) to the office manager, who enters data into the computer.

The main sources of student and tutor data are the student intake form (one for basic reading students and one for ESL students) and the Workshop Application Form for potential tutors. Quarterly followup forms are used by outreach volunteers who call each tutor to collect the number of hours and any posttest results. In addition, any information about terminations, travel time, or telephone or address changes is entered into the computer.

The computer output from these forms consists of several internal reports:

- A quarterly status form on the number of tutors and students, an example of which is shown:

Between 7/1/91 and 9/30/91:

Tutors:

352 (95 basic reading, 215 ESL, 9 both, 26 Staff, 7 other)
71 Unassigned, 10 want reassignment, 32 on hold, 29 no reassignment
52 have terminated since 7/1/91 (28 basic reading, 24 ESL)

404 Total active and terminated this fiscal year.

Students:

309 awaiting a tutor (33 basic reading, 276 ESL)
528 have or had a tutor (107 basic reading, 421 ESL)
30 are awaiting reassignment (18 basic reading, 12 ESL)
137 have terminated since 7/1/91 (60 basic reading, 77 ESL)

665 Total active and terminated this fiscal year.

- A quarterly 4-page Student Statistics Report that includes nine active/terminated status categories; hours, distributions of pretest and posttest scores for active and terminated students; 14 categories for reasons for termination; 11 types of goals met; how students were referred to the center; length of time in the program; and demographic data distributions.
- A 2-page quarterly Volunteer Statistics Report, with similar levels of detail. There are 11 "volunteer roles" listed (for example: tutor, board member, staff, basic reading tutor instructor, ESL tutor instructor, match volunteers, awaiting assignment, etc.).
- A quarterly country-of-origin distribution report is produced, counting the number of students (served or waiting) by country.
- A weekly list of available tutors who are awaiting another student.

These data are also used to prepare annual Learner and Volunteer reports for the national LVA office and, along with detailed financial reports by an auditor, the annual report to United Way.

Students

About 90 percent of the 960 students served in 1990-91 are foreign-born. About 300 are recent arrivals from South America (especially Colombia and Peru), about 200 are from the West Indies (especially Haiti), and the rest are from Guatemala, Mexico, and other Central American countries.

In general, the newly arrived foreign-born students are literate in their native language (with the exception of many of the Haitian immigrants). They usually find LVA-S/G through family or friends and occasionally by going to the library and inquiring where they can learn English. LVA has found that foreign-born students who are literate in their native language learn quickly and are quite goal-directed.

These students commonly wait several weeks for a tutor, and they are told of this circumstance at the very beginning. In the meantime, they are encouraged to join a weekly English conversation class. At a typical class, groups of 8 or 10 students from different countries sit around a table with one tutor leading the evening's discussion. The same groups tend to gather with the same tutor. The tone, set by the tutor, is informative and humorous. Topics include news events, holidays, and personal news about jobs, family, or purchases. Even after students are matched with tutors, they often continue with their conversation group.

More than 200 basic reading students were served in 1990-91. There has been an increase in the number of basic reading students seeking help to improve basic skills, often for job purposes. The basic reading students reportedly do not have the same level of ambition that the recent immigrants have, and termination rates among basic reading students are higher than those among ESL students. For example, the 10/9/91 status report shows that since July 1, 60 basic reading students terminated (out of 107 total basic reading students), but only 62 ESL students (out of 421) terminated during that period.

Compared with national data on LVA students, LVA-S/G students come in with higher educational attainments, are more likely to have held professional jobs, and are younger--many are in their 20s and 30s. In addition, larger proportions of Stamford students were referred by family members and friends than is the case across the country. These differences are likely due to the high proportion of ESL students in LVA-S/G.

The intake process consists of a personal student interview with a trained volunteer or staff member, during which the student intake form is filled out by the interviewer. The student pays a $10 nonrefundable fee at this time. The student is then tested with the READ or ESLOA interactive assessment to find his or her level of literacy. Finally, the student is apprised of the likely wait for an individual tutor; foreign-born students are invited to the conversation groups nearest the student's workplace or home. The whole process takes about 45 minutes.

The waiting time for being matched with a tutor varies. The very hard-to-teach individual may wait indefinitely, as few tutors will reportedly take on students with multiple disabilities or problems. A student who appears at the office and shows persistent interest is assigned to a tutor relatively quickly.

Many support services are available to students at this center. The Book Club meets monthly at the office. The Student Council, made up of three basic reading and three ESL students, also meets monthly at the office. The members of this group discuss student problems, call individual students who appear to be having problems, and call potential students and talk with them in their native language to schedule intake interviews. A student newsletter filled with tutor-selected student essays is distributed quarterly. Students may serve on the board of directors; one student is currently on the board. Up to three students might be invited to go to the LVA national conference at LVA-S/G's expense. Student Recognition Night is a gala annual event.

Students may visit the office freely and get computer assistance, though few actually do, partly because the office is not centrally located and parking is difficult. The new location will be more accessible to the students. Finally, students can take part, with their tutor, in the demonstrations that are part of the agenda of every tutor-training session. During a four-session ESL tutor training course, students are featured at every session, demonstrating some technique with their tutor.

The quarterly Student Statistics Report tracks students' reading-level progress (for active ESLs, terminated ESLs, active basic reading students, and terminated basic reading students). Posttests are to be given once a year by office staff, but this has not been enforced, and there are no posttest data for most of the students.

Students' achievements were reported with greater frequency--though only 184 reports (from a total of 960 students) were on record. They were listed below, as reported for 1990

One or more survival skills counted	193
Entered other education/training	71
Employment improvements	43
Driver's license	30
Enrolled or completed GED	19
U.S. citizenship	15
Voted for first time	3

Description of Volunteers

Profile of Volunteers. As of September 30, 1991, 352 volunteers were on record as currently active: 95 tutoring in basic reading, 215 tutoring ESL (the great majority in small group arrangements), 9 tutoring both basic reading and ESL students, 26 volunteers doing only office functions, and 7 doing unspecified "other" work. A number of tutors also do staff work at the office or help with fundraising events. Seventy-one volunteers were unassigned at the moment: 10 of them wanted reassignment with another student, and 61 volunteers were "on hold" and were not ready for a new assignment in the near future.

In the past, a high proportion of the volunteers were middle-aged or older women, many of whom were recruited as fellow churchgoers. Today, due to increased publicity surrounding illiteracy, more and more

working professionals are signing up, referred by a newspaper notice (36 percent), friend or family member (26 percent), or encouraged by their employer to do so (15 percent). They reportedly want to make a commitment to helping other people experience success and become productive citizens. A comparison of LVA-S/G's volunteers with LVA's national profile of volunteers is provided in the following table.

Percentage Characteristics of Volunteers

	LVA-S/G	LVA-National
Female	75%	80%
White	85	74
50 or younger	43	34
Full-time employed	50	40
Professional occupations	41	23

Requirements for Tutors. LVA-S/G expects a nonrefundable fee of $25, attendance at all sessions of the 21-hour training, and a one-year commitment to the program from its tutors. The prospective volunteer receives an application packet--information, requirements, an application form, and a request for $25. Upon registration, the office then sends back a confirmation letter and a training schedule.

Between July 1 and September 30, 1991, 112 inquiries were received regarding tutoring and about 40 completed applications were received. There is some dropoff between this point and the first session of tutor training; during a quarter-year period, perhaps 10 or more individuals forfeit their $25 before taking any tutor training.

In earlier years, every prospective tutor was interviewed in person. The council is too big to do this now, and the director regrets having to dispense with this step because of limited resources. LVA-S/G decided to maintain the personal interview with each new student and dispense with the interview with each prospective tutor.

In 1990-91, LVA-S/G held seven basic reading workshops to train 153 new tutors, and six ESL workshops for 135 new ESL tutors. An October 1991 ESL tutor training workshop began with 37 potential tutors; LVA-S/G staff expected that perhaps 31 of them would complete the sessions and receive a student.

New tutors are required to attend a followup reunion with the other tutors in their workshop, together with the workshop trainers, to discuss how tutoring is going and teaching strategies. Tutors are required to keep a record of hours they tutor, hours of preparation, and commuting hours. They also are asked to note student progress and achievement of each student's goals. Once a quarter, tutors are called by an outreach volunteer to whom they report this information. Upon his or her termination, the tutor must fill out a form stating reasons for leaving and the current level of each student (to aid in reassigning the students to other tutors). Each tutor must give the READ or ESLOA test as soon as possible after meeting the student(s) if testing did not already occur at the office. Posttests are required annually, but this has not been enforced, and very little posttesting has been done regularly.

Tutors are required to attend one in-service workshop each year. These include workshops given by trainers or reading specialists concerning learning disabilities, testing, using the newspaper, understanding citizenship requirements, training to do intake interviews, and training to become a certified trainer of tutors. The requirement may also be fulfilled if a tutor becomes part of a family literacy or workplace literacy program and receives special training for this.

On termination, the tutor must fill out a newly developed termination form stating reasons for leaving and noting the current level of progress of each student (to aid in reassigning the students to other tutors).

Training of Tutors. The training coordinator for ESL, who holds a full-time paid position, has seven active trainers and three more on leave. This training team is considered necessary, because usually it requires two or more trainers to lead a 21-hour workshop effectively. There is little or no reliance on videos, and there is a strong emphasis on interactive exercises in teaching reading.

The ESL training coordinator arranges for a live student-tutor demonstration at nearly every session of the workshop. Usually this involves one tutor and two or three students sitting in front of the class, going through a particular oral/reading exercise together. This, she believes, assures new tutors that they can teach a small group.

Each trainer must have been an LVA tutor for at least one year. Upon becoming a trainer, the volunteer is expected to conduct two tutor training workshops a year. The coordinator conducts training courses twice a year for ESL trainers. The ESL training coordinator devotes substantial effort to preparing new trainers,

assigning them 20-minute segments to lead, for instance, and assessing their effectiveness afterward. She believes that the most important key to tutor retention in the early months is a professionally superior trainer. "If they're looking at all bored, we will lose them," she stated.

The ESL training coordinator, a former newspaper editor, became interested in literacy in the 1980s and created a publicity campaign on illiteracy for a book publisher. After moving from New York to Connecticut, she contacted LVA-S/G, took the next ESL tutor training workshop, and was matched with her first students. It was an unusual arrangement, in which she and a fellow tutor were to work with a family of four in their home. Three years later, she still works with this family once a week. She also tutors four other students and leads a conversation group every Tuesday evening. In February 1991, she took a half-time paid position at LVA-S/G to organize in-service workshops for small-group tutoring. Meanwhile, she became an LVA-certified trainer and in July assumed her present position.

A part-time paid staff member serves as training coordinator for basic reading, a parallel position to that of the training coordinator for ESL. She began as a basic reading tutor in 1983, having previously been a physical education teacher and having earned a master's degree in agency counseling. In the late 1980s, she became interested in training others to tutor, and she received training in Hartford at the state office, graduating as a lead trainer. She has held the current position of basic reading coordinator for three years. Under her supervision, three people have become lead trainers for basic reading, and six are assistant trainers.

Matching Tutor and Student. An elaborate process takes place to match tutors and students, which culminates at the last training session when the students meet their tutors for the first time.

The initial match is made by the lead trainer of the workshop, who is familiar with students near the top of the waiting list. The trainer also observes the 25-35 tutor trainees during the first three sessions, and during the third session the tutor candidates submit a "Workshop Matching Form." The trainer also uses these preference forms and the student files. Beyond matching schedules and geographic proximity, the process is considered an art. For example, small-group matches usually join two or three students from different countries who appear to be at similar literacy levels. Further, the staff is sensitive to cultural preferences, both expressed and discerned through the experiences of the staff.

After making the match, the trainer telephones each student and tells the student that a tutor is available. The student is asked to come to the workshop location for the last session to meet the tutor. Followup calls are made to students just before the meeting to assure their attendance. Using colored cards and assistance from LVA staff members, the students are escorted to meet their tutors, where upon they sit down together and get to know each other. Also present, if possible, is the interviewer who conducted these students' initial intake interviews, so students will see at least one familiar person. Staff members remain at this session conversing with each group until it is clear when and where tutoring will begin.

Ongoing Support. LVA-S/G considers support to tutors and students of utmost importance, and this is reflected in its staffing patterns. Two staff members, the associate director and the outreach coordinator (who is a former tutor and office volunteer), handle the tutor and student support functions of the affiliate. They work closely with the trainers, who also have a role in tutor support. In addition, there are six ESL outreach volunteers and three basic reading outreach volunteers.

Two weeks after a tutor training workshop ends, the trainer calls each new tutor to ask how things are going. In addition, the ESL training coordinator sends a personal note of appreciation to each new tutor. At about this time, the tutors receive a letter inviting them to the six-week reunion. The reunion reportedly achieves a high attendance rate. At the reunion, several staff members introduce themselves, including the specific outreach volunteer assigned to the group.

Following the reunion meeting, tutors receive a call every three months from an outreach volunteer to collect the number of hours, students' progress, problems, and changes of address or telephone numbers. They use a two-page "Outreach Check Sheet" for every call. When a match does not work out or a student has moved and reassignment is wanted, the outreach volunteer may work with the tutor's trainer to find a new student as soon as the tutor is ready.

Other support activities include newsletters, social gatherings, and workshops. *Literacy Laurels* and *Learning Together* are mailed quarterly to all tutors. Each newsletter contains tutoring tips and appeals for additional helping hands for various projects, ranging from new workplace/family literacy tutoring to helping at a fund-raising event. Social gatherings used to be held for tutors at tutors' homes. The program is too large for that now, but plans for social gatherings are being revived. Four or five in-service workshops will be held in 1991-92, to which all tutors are invited.

Issues of Motivation

Volunteer Discouragement and Attrition. Fifty-two volunteers who were active or on hold as of July 1, 1991, reportedly terminated completely during the quarter (about one-third of them moved away from the area). More than half of those who terminated were basic reading tutors--suggesting a higher termination rate for them than for ESL tutors. The office manager adds the 352 active volunteers to the 52 who left for a total of "404 total active and terminated this fiscal year (to date)." An attrition rate is computed by dividing 52 by 404, for a 13 percent attrition rate.

According to the training coordinator for ESL, the main factors that discourage well-intentioned tutors and may cause attrition are:

- The sheer amount of time involved--to prepare a good lesson, to commute to the meeting place once or twice a week, to work painstakingly with the student(s), and to observe little cumulative progress after all the effort.
- The complexity of learning to read, and learning to teach reading. Training is more difficult than many tutors had expected. Hence the call by a number of tutors who responded to a survey for more standardized lesson plans, texts, and teacher's manuals.
- The incidence of students' leaving right after accomplishing certain goals, when the tutors perceived that continued tutoring was needed or when the tutors had just begun to see progress.

Volunteer attrition rates remain a cause for concern and a reason for tutor support. Of the 52 volunteers who left the program between July 1 and September 30, 1991, 20 had moved, 12 gave the reason as "personal," four cited a schedule conflict, and three said they had completed their year's commitment. The remaining 13 left for reasons not clear in the records; among these was "personal," which is not very illuminating as a reason. The desire for better information on why volunteers leave, especially basic reading volunteers, led to the development of a new termination form.

Maximizing Tutor Retention. Personal elements reportedly have the most positive impact on tutor retention. For example, tutors see the amount of effort and professionalism the trainers demonstrate in the tutor training workshop and the care taken to match them well with students. The program also gives generous personal recognition of tutors' students at Student Recognition Night; recognition of students reportedly means more to the

tutors than any recognition they receive at their own Tutor Recognition Dinner. The program's professional standing in the community helps tutors recognize that they belong to a high-quality organization. Finally, the personal satisfaction of helping newly arrived, ambitious students seeking employment and education to become productive citizens is seen as probably the foremost motivation for the tutors.

Another motivating factor is that tutors are seen as valued contributors to evaluation of the program. Participation in evaluation starts early. At the end of each tutor training workshop, tutors complete an evaluation form, commenting on the quality of the presenters, the demonstrations, the atmosphere, the pace, and other areas that need improvement.

As part of its strategic planning process, the planning committee of the board sent out 500 questionnaires to tutors, other volunteers, board members, and staff. The success of this survey has prompted the staff to conduct it on a regular basis in the future. Responses to three key questions of the survey are summarized below.

1. **What are some of the best things about LVA-S/G:** Nearly 70 percent of the respondents identified the people involved--students, tutors, and staff--as the best feature of the agency. Also highly valued are the relationships formed between tutors and students. Tutor training was the next most frequently identified "best thing," followed by "personal satisfaction," "resource library," "offers important service," "helps people," and "tutor support."

2. **What could be done to improve LVA-S/G:** Responses centered on five areas: tutor support/outreach; facilities and hours of access; public relations; resource materials and access to them; and recruitment of American-born basic reading students. In addition, a number of tutors also asked for standard lesson plans, textbooks, and teaching manuals.

3. **How should LVA-S/G change over the next 5 years:** Increased tutor recruitment topped the list of responses to this question, followed by four of the areas cited as needing improvement (support/outreach, facilities, more American-born basic reading students, and improved public relations). A number of respondents looked at some larger issues. They suggested coordinating more with other community agencies, working with the public schools to help both children and adults, teaching job skills, and investigating ways to use computer-based learning better in tutoring to serve more students.

Issues in Assessing Progress and Attrition

As LVA-Stamford/Greenwich does not receive state or federal funds, accountability in terms of administering posttests and recording reading level gains is not required, and recordkeeping related to students' reading level progress is sparse. While there is some coordination with the ABE system in terms of cross-referrals, accurate data on numbers of referrals and their subsequent status are not maintained. Closer attention is devoted to recording students' achievement of personal goals, which is reported annually to LVA-National and used for the affiliate's periodic evaluations by LVA-Connecticut.

This affiliate maintains an extensive database on students and tutors, and increasing attention is being devoted to documenting their attrition patterns. Documentation of tutors is a special concern because it takes more effort to recruit volunteer tutors than to recruit students, and tutor discouragement and attrition place particular strains on the program staff.

Case Study of a Local LVA Program: LVA-Rochester, NY, Inc.
Rochester, New York

Organization

Background. Rochester, with a population of about 232,000 (down from 242,000 in 1980), appears to have weathered the economic changes that have affected many other northeastern cities, but it has lost many high-paying industrial jobs over the past two decades. The population is well educated, but there are pockets of poverty in the area populated by undereducated youth and adults, and recent waves of immigrants have arrived with limited proficiency in English. The most recent groups have been Jewish emigres from Russia, Eritreans, and Vietnamese. In addition, the University of Rochester attracts many foreign students whose dependents come to this country with limited English proficiency.

Literacy Volunteers of America-Rochester, NY, Inc. (LVA-Rochester) is one of the oldest continuously operating LVA affiliates. The group, which serves about 900 adult learners, was established in the mid-1960s by Church Women United as an "Each One Teach One" program. It was started with a great deal of personal involvement by Jinx Crouch, who is currently the national president of LVA.

At the time the program was initiated, a substantial pool of volunteer talent was available. The program was able to tap into this pool, which established a tradition of total volunteer management and operation. This tradition began to erode in the mid-1980s as some of the original volunteers began to retire or leave the area. The head of the local board of directors worked toward a reorganization of the board and program management to make the former much more a policy-setting group and the latter a day-to-day administrative group. This led to hiring a part-time paid administrator in 1987, and the position became full time shortly thereafter. From the mid-1980s to the present, the program extended its services to larger numbers of students, established a satellite office, and began to receive substantial state funding. Nonetheless, the strong volunteer tradition lives on as volunteers continue to perform many of the functions that sustain the operation.

LVA-Rochester moved into its current offices a few years ago, attracted to the facilities by its location near major transit lines, convenient parking, affordable rent, and space for conducting large-group meetings and training sessions. The offices are equipped with donated furniture and office equipment. In the reception area

the front desk is staffed at all times with one of 19 volunteer receptionists. A library of about 1,500 books and other literacy materials is in a separate room. One concern of the staff is that the second floor, where the LVA offices are located, is not accessible to people in wheelchairs.

The offices are open from 9:30 a.m. to 4:00 p.m. on weekdays (until 7:00 p.m. on Thursdays) during most months, and from 9:30 a.m. to 2:00 p.m. (until 7:00 p.m. on Thursday) on weekdays during July and August. Except during the summer, the office is also open from 9:00 a.m. to noon on Saturdays. Training sessions for tutors take place during office hours as well as at night and on weekends when needed. The program also operates a satellite office at the State University of New York (SUNY) at Brockport. Most tutoring takes place within the community at one of dozens of sites that have been identified, including churches, libraries, and community centers.

The major objective of LVA-Rochester is to provide basic reading and ESL instruction for adult learners in the area who request assistance from the program. The program also is involved with a workplace literacy project funded through the Governor's Office of Employee Relations for members of the Civil Service Employee's Association. The program is actively engaged in outreach activities to recruit tutors and students and to secure grants and donations to fund its ongoing operations.

Staffing Pattern. The project is staffed largely by volunteers, although the executive director is a full-time (35 hours) paid position and there is a paid part-time (25 hours) director of volunteers. A paid part-time (12-14 hours) position serves as liaison to the Learning Development Center, which includes the state-funded workplace literacy project. The arrangements made for continuity in staffing for key functions, including interviewing new adult learners, matching tutors and students, managing the library, and handling "front-desk" responsibilities, are particularly impressive. For example, procedures have been developed that enable 11 individual volunteers, each working a half-day per week, to make matches consistently and without duplication. The management problems related to continuity drove the program to develop and use intensive information management procedures so individual students and tutors do not slip through the cracks. Overall, 44 administrative volunteers are active. These include:

19 secretary/receptionists (half-days, twice a month),
7 interviewers (about 1 1/2 hours, weekly),
11 matchmakers (half-days, weekly),
6 library workers (half-days, weekly), and
1 computer operator (half-day, weekly).

The program also has numerous volunteers engaged in activities that are tied to policy development or training services. Specifically, LVA-Rochester has 9 volunteer leaders who conduct either a basic reading or ESL workshop several times a year at 21 class hours for each workshop. About 20 volunteers provide followup activities to tutors four times per year as part of tutor outreach and support activities. The board of directors includes 19 volunteers. And more than 500 tutors are working with adult learners on an active basis. Overall, nearly 600 volunteers are engaged in LVA-Rochester activities.

The board of directors shifted its focus and purpose when it decided to move toward the use of professional staff. Until that time, members of the board took day-to-day responsibility for program operations, and the president of the board functioned as a full-time volunteer manager. Because of changes in personnel and recommendations from major funding sources to restrict the board's role to policy issues, the board shifted toward policy development. Working in parallel to the board is an administrative committee made up of the volunteer heads of each functional area (e.g., library). Administrative committee members may develop proposals and bring them to the board for approval.

Funding. LVA-Rochester's budget for 1991-92 is $80,750. The program draws its funds from several different sources, led by New York State's Adult Literacy Education Program and the United Way. Funding sources are as follows:

State Adult Literacy Funds	30,000
United Way Allocation	22,050
Workshop Registration	7,500
Contributions (non-corporate)	5,000
Foundations	5,000
Corporate Contributions	3,000
Governor's Office	2,100
Sales: Books and Materials	2,000
Special Fundraising Events	2,000
Investment Income	1,500
Miscellaneous Income	100
	$80,750

Planned expenditures are as follows:

Staff Salaries, etc.	36,433
Facilities, Equipment	20,550
Tutor Training	8,167
Administrative	5,500
Library	5,000
Staff Travel and Meetings	1,950
Fundraising, etc.	1,250
Volunteer Travel, etc.	1,200
LVA fees, etc.	700
	80,750

Coordination. LVA-Rochester works closely with the LVA state office near Buffalo, which serves as the primary lobbying organization for adult literacy work in state government. In the past, the state office was the central recipient of the state adult literacy grant, and some affiliates continue to receive state literacy dollars through that office. For others, including LVA-Rochester, the funds are awarded to individual literacy programs directly. There is some discussion of the state moving to the use of contracts rather than individual grants for adult literacy. Should that happen, the state organization likely will again be the sole LVA recipient of funds and will subcontract with local affiliates.

LVA-Rochester also works with the state organization through LVA's Volunteers In Technical Assistance (VITA) program. Several of LVA-Rochester's trainers and other staff are designated VITA members working with affiliates throughout the Finger Lakes region of the state.

There is less coordination with the national LVA organization than with the state office. The national office is seen as important in terms of its national data collection role, generating materials and training modules, and organizing the annual conference. The LVA-Rochester executive director and a few other staff members regularly attend the national conference.

LVA-Rochester has trained some of the tutors and trainers of the Volunteers of America literacy project in the Rochester area. LVA-Rochester also is training library literacy volunteers in a relatively new program now operating in two library branches in the area. Some Spanish-speaking adults tend to receive ESL instruction from programs housed in individual churches that are the result of the initiative of individual tutors rather than the

organization. Recently, one of the board members conducted a study of service agencies in Monroe County and surrounding areas and identified several other programs for potential coordination.

Recordkeeping. LVA-Rochester devotes considerable energy to developing and maintaining records of its operations. Some of that effort is expended to meet reporting requirements set by other agencies, but some records are established internally for ongoing management information and feedback related to local objectives.

For LVA's national office, Rochester is to submit the "long blue" forms annually. These forms request information about adult learners and tutors and whether they are in ESL, basic reading, or other programs. The volunteer form asks for the total number of tutors and the number of volunteer hours, by type of program, spent in instruction, preparation, and other duties. The form also requests information about the aggregated distributions of volunteers in term of age, ethnic group, education, income, employment, occupation, and gender categories. It also requests general information about sources of referral, duration of volunteer service, reasons for termination, workshops offered (and number of volunteers attending them), and financial and other resources. The learner "long blue" form requests parallel information about adult learner in addition to data about personal achievements, test levels, and learning gains.

For the state ABE system, somewhat similar data elements are required for adult learners, but they have to be provided in terms of multi-way demographic breakdowns. For example, data on the number of students, their performance levels, and achievement gains must be provided by age, gender, and race/ethnicity.

The United Way requires information about volunteers as part of its own fund-raising and reporting activities. In particular, United Way requests information on the local geographical areas of the students (e.g., ZIP codes, towns) and their employers.

Internally, LVA-Rochester tracks the data needed for appropriate agencies as well as for keeping its own records on such matters as learner absenteeism and the experiences of individual tutors. Forms have been developed and are used to record background information on students and volunteers and to track their status changes. To meet the various data needs, the program has established computerized databases of tutors and students that can be linked for analysis purposes. For example, the executive director used the data in conjunction with a survey to conduct a detailed analysis of the reasons for tutor terminations.

The importance of completing and submitting the information forms is stressed in the tutor training sessions. When volunteer tutors are contacted by telephone, they are urged to turn in their forms. One reason cited for a reportedly high form completion rate is that volunteer tutors are told that funding authorities require the data for continued support.

Forms have also been developed for such specific purposes as tracking library usage and facilitating the exchange of information about students and tutors between the various matchmakers. Forms for volunteers are accompanied by detailed instructional manuals and guidelines for proper completion.

Tutors are supposed to test their students semi-annually, using LVA's READ test for basic reading students and the ESLOA for ESL students. In addition, the program uses the Advanced Placement Indicator (API) developed by the Hadley Press, which screens basic reading students on several different levels, and the NYSPLACE test, which was developed within New York State for adult ESL students.

Students

Numbers. As of September 1991, according to program records, 467 students were being served, and another 75 students were not yet recorded. Further, 140 other students were on the waiting list. Over the course of a year, about 882 adult learners will have received some services from the program. Numbers of adult learners being served vary by month, reflecting whether or not tutors are available. Since tutor recruitment tends to peak for training new tutors in the fall, the number of students being served tends to peak in December and January. Over the past four years, there has been a gradual increase in the number of students being served at any given time. For example, comparing September data from 1988 to 1991, the number of active adult learners has grown from 438 to 467.

Characteristics. Based on data reported by the program for the 1990-91 program year, a little over half (53%) of the 986 students on whom data are available are basic reading students and the others (47%) are ESL students. Demographic data on the students are summarized in the following table.

LVA-Rochester
Student Characteristics

AGE:	16-20	2%
	21-24	5%
	25-44	50%
	45-59	16%
	60+	5%
	unknown	22%
GENDER:	Female	54%
	Male	46%
ETHNICITY:	Native American	0%
	Asian	16%
	African American	26%
	Indo-European	36%
	Hispanic	8%
	Unknown	13%
READING LEVEL:	Below 3rd	65%
	3rd and 4th	20%
	Above 4th	15%
ENGLISH PROFICIENCY LEVEL:	No Comprehension	25%
	Basic Survival Vocabulary	20%
	Limited Conversation	28%
	Need Idioms, US Usage	27%

Recruitment. Student recruitment has not been a problem for LVA-Rochester. The program reported there were 70,000 functionally illiterate adults in Monroe County, including thousands of foreign-born adults needing help in learning English. The problem is having sufficient tutors and other resources to keep up with the demand for services. Radio and television public service announcements make potential students aware of the program's services. In addition, the program takes advantage of promotional tie-ins to television shows (such as Knot's Landing), receives coverage on TV news and local press, and has used promotional signs in shopping malls. Word of mouth among friends and family is also important, particularly for ESL students. The program gets referrals from churches, neighborhood centers, the Department of Social Services, and other agencies. LVA-Rochester asks prospective students how they heard of the program. These are their responses during 1990-91:

Sources	Percentage
Friends or Family	41%
Television or Radio	33
Other Agency	12
Newspaper	4
Other Literacy Organization	3
Employer	3
Library	2
Other	2

Currently the program is able to serve most of the basic reading applicants, but there is a waiting list for ESL instruction. As a result of the ESL waiting list, LVA-Rochester has set priorities to serve immigrants before serving those on short-term visas and to serve those at the lowest levels of functioning before serving those with higher English proficiency levels. The rationale for the latter priority is that higher-functioning adults often can succeed in class settings that are available throughout the community. Other than those priorities, the program generally relies on matching time and location preferences in assigning students to tutors.

When a potential student contacts LVA-Rochester, the volunteer at the front desk requests some basic information about when and how the individual can be reached. The volunteer then schedules the applicant to come in for a one-on-one interview by volunteers at the central office. During the interviews, the prospective students are asked about preferred times for tutoring and whether there are any tutor-characteristics preferences. They also are asked basic demographic information including age, ethnicity, immigrant status, occupation, employment status, income, and educational background. The reading level or English proficiency level is estimated through testing.

Services. LVA-Rochester's main instructional services are basic reading and ESL, with slightly more than half of the adult learners receiving basic reading assistance. In addition, there is a limited amount of indirect family literacy service, with LVA-Rochester working with Head Start and a local Family Learning Center. Workplace literacy is more significant, with the program providing basic reading services to state employees as part of a larger program sponsored through the Governor's Office of Employee Relations. While some LVA-trained tutors work with incarcerated adults, corrections literacy is not a direct service. The program also has no direct involvement with GED programs, JTPA, JOBS, or other welfare-related programs. The program staff believe that many of its basic reading students are adults with learning disabilities, and they believe that the one-on-one format and self-paced instruction is particularly appropriate for these students.

In terms of support services, LVA-Rochester provides adult learners with library privileges, computer practice and computer-assisted instruction, free membership, their own newsletter, and transit fare (if asked). Counseling, child care, and refreshments are not formal parts of the program. However, volunteers are active in providing support services, and particularly in helping with the newsletter and in handling the annual recognition picnic for students.

The requirements placed on students are to call the tutor if they cannot make it to the session, participate in instruction for at least two hours per week, and do reasonable amounts of homework. Successful completions occur when students meet their own objectives; while the program encourages regular testing by tutors, emphasis is placed on helping students reach their own goals, whether those goals involve qualifying for a better job, becoming a citizen, getting an equivalency degree, getting off public assistance, or whatever is important to the adult learner.

Volunteers

Characteristics. As of September 1991, LVA-Rochester counted 510 active tutors and 136 inactive ones. Each August, the program reviews its inactive tutor list on the basis of calls made by volunteers to all the tutors and removes the truly inactive tutors from its files. The inactive list includes some who will later probably drop out, but at this time reported active interest in starting again. The figure of 510 active tutors in September 1991 reflects a general increase in the count over the past four years. In September 1988, there were 384 active tutors, and this number grew to 389 and 488 the next two Septembers until it reached 510.

The program regularly reports on the characteristics of its tutors and volunteers in supportive roles. The tables on the next page compare the characteristics of tutors in 1988-89 and 1990-91 and provide some descriptive information on volunteers engaged in non-tutoring activities.

As can be seen, at least over the two-year period covered for tutors, there was little change in most of their characteristics, but the tutors were somewhat older and more likely to be retired in 1990-91 than in 1988-89. Compared to non-tutoring volunteers, it appears that tutors are much more likely to be employed and to be males. These differences reflect the practical reality that many of the non-tutoring volunteer activities require day-time availability, while tutoring commonly takes place at nights or on weekends when the adult learners are available.

Recruitment. Volunteers are recruited through the same avenues used to reach students. Generally the program relies on word of mouth recruiting by other tutors, public service announcements, news coverage, posters and flyers, and speeches to community groups. The national Project PLUS campaign was also mentioned as a recruitment tool, one that was seen as more effective in generating interest among potential tutors than among potential students. New volunteers are asked how they learned about LVA-Rochester's program. In 1990-91, the following were the responses (multiple responses are possible):

LVA Rochester
Characteristics of Tutors

		1988-89	1990-91
AGE:	Under 24	6%	5%
	25-44	54	46
	45-59	22	24
	Over 60	18	26
		1988-89	1990-91
EDUCATION:			
	Less than High School	0%	0%
	High School Diploma	6	6
	Some College	23	23
	College Degree	43	39
	Some Graduate Work	28	32
		1988-89	1990-91
EMPLOYMENT STATUS:			
	Full-time	59%	54%
	Part-time	8	7
	Retired	13	22
	Not in Market	20	17
	Unemployed	0	0
		1988-89	1990-91
GENDER:			
	Female	79%	78%
	Male	21	22

LVA-Rochester
Characteristics of Nontutoring Volunteers

AGE:	Under 30	8%
	30-50	31
	Over 50	61
EMPLOYMENT STATUS:		
	Full-time	27%
	Part-time	6
	Retired	35
	Not in Market	32
GENDER:	Female	88%
	Male	12

Sources	Percentages
Television and Radio	43%
Friends and Family	24
United Way	14
Posters, Displays	11
Library	10
Employer	2
Other	1

The volunteer coordinator indicated that no prior assumptions about who would make a good tutor were used to screen potential volunteers. It is believed that if someone is motivated and can read, then that person can become a tutor. There is no background screening, and procedures for signing up appear to be far less formal than for potential students. To become a volunteer tutor, an individual calls the main office, is scheduled for a required orientation session, takes the training and is then matched with a student.

Both the volunteer coordinator and the executive director suggested that tutors were becoming more "professional" in style over the past few years, stating clearly how much time they could devote and expecting equal clarity about requirements and commitments from the program. The program's chief concern was that the tutors be committed to the effort and be willing to devote at least a year to the program. Screening for commitment is done by setting up structural requirements for prospective tutors: they must attend an orientation prior to training, and they must complete the entire training program. It was reported that out of every new training group of about 20 or so new volunteers, two or three would screen themselves out through these processes.

Tutor Training. Prospective tutors for LVA-Rochester must take either a 21-hour basic reading training program or a 21-hour ESL training program. If the new volunteer does not have a preference or has indicated a willingness to devote only a short time, ESL training is recommended. This is done because there are usually about two ESL students on the waiting list for each basic reading student. Further, program personnel believe that long-term commitments are more important for basic reading students who generally need continuity for literacy growth, while an ESL student can often make substantial progress in a year, even in a small-group setting.

According to its 1990-91 Program Report, LVA-Rochester conducted nine basic reading and six ESL tutor training workshops between May 1990 and April 1991. Through these workshops, 169 tutors were certified for basic reading and 88 were certified for ESL.

Training follows guidelines developed by the national LVA office, but trainers are also encouraged to adapt their approach to the needs of the new volunteers and to new materials. The volunteers are required to pay a non-refundable registration fee ($25) for the training, but training materials are provided at no additional charge. Typically, the 21-hour training occurs over a four-week period involving two sessions a week. Saturday sessions involving four weekly meetings have also been used effectively.

The ESL training was revamped during the past year to incorporate new videotapes developed by LVA at the national level. LVA did not specify corresponding changes that needed to be made to the ESL workshop, so one of the more experienced trainers made revisions on her own. She has subsequently been asked by other affiliates for assistance in incorporating the new training videotapes into their own workshops. To take advantage of the new ESL videotapes and other video training tools, LVA-Rochester acquired, through donations, a new large-screen television.

LVA-Rochester also made additional training available to tutors through ten separate in-services during 1990-91 covering such topics as spelling, the READ test, and even "Hooked on Phonics." These sessions are announced in the volunteers' newsletter, "LitBits," and attendance is usually sufficient to fill the room.

Matching Tutors and Students. Tutor-student matching has been accorded a very high priority by LVA-Rochester. It is perceived that making the correct match has much to do with the eventual success of adult learners. Assigning numerous volunteers to match tutors and students requires use of carefully developed formal procedures. The program's "Matchmaker's Manual" covers the procedures and priorities to be followed in making matches; it also describes the data to be collected on students and tutors for computer database entry, how to present the matchmaking results to new tutors at their training workshops, and day-to-day details of staffing the matchmaker's desk.

The key step to making the initial match is to ensure the accuracy of data on the tutor and the student. If data are more than three months old, the matchmaker calls to update the information. The matchmaker then reviews the preference information provided by students and tutors on time of day, location, and other factors for the student/tutor match. The time of day is considered the most important factor, followed by mutually convenient locations. Students are asked their preferences during their initial interview, and tutor trainees fill out a student preference questionnaire during one of the early training sessions. The latter form inquires about preferred

tutoring times and also on gender, performance level, and other preferred characteristics for their student. This review leads to a penciled-in match. At the sixth basic reading session (fifth for ESL), one of the matchmakers describes the process to the trainees, provides them with information about their student, hands out lists of tutoring sites in the appropriate geographic areas, and requests that the tutors contact their students promptly for an initial conversation. Subsequently, the matchmaker returns to the training and checks on how the initial matches worked out. For those that did work, the match is "inked-in" and sent to the computer database for processing. For those that did not work, the process begins anew.

Monitoring Tutor and Student Performance. LVA-Rochester makes a concerted effort to keep up with the progress made by its adult learners and with the status of its volunteers. In part, the attention to monitoring is a result of data demands imposed by the national LVA office and by the State Department of Education. There is also a strong local belief that monitoring is one way to ensure that volunteers continue to recognize their importance.

Students are monitored by the tutor through an Annual/Final Student Report form. The form is completed twice each year or upon major status changes for the student. The form includes fields for student status (such as continuing or discontinuing), reasons for separation (e.g., transfer, met personal objective, etc.), student achievements (e.g., improved basic skills, received GED, etc.), READ posttest scores for basic reading students, and ESL posttest levels for ESL students. The form also includes a section on the status of the tutor, asking whether the tutor plans to continue or change his/her role. The form is used in conjunction with the Initial Student Report form, which is filled out by the tutor after the first few sessions with the new student and the student feels comfortable enough to be tested. The student's goals and reasons for seeking help, as well as the results of initial assessments of basic reading or ESL skill levels, are reported on this form.

Tutors are also monitored through the tutor outreach program. Outreach volunteers make telephone calls to all tutors on file (active and inactive) twice each year. The purposes of these telephone calls are to remind the tutor to complete and submit the Annual/Final Student Report forms, check on the status of the tutors, identify any problems or status changes, pass along information about program activities, and to help make the tutor feel a valued part of the overall effort. In the latter regard, tutors reportedly appreciated the fact that someone would contact them. The telephone calls follow a script that is updated regularly to reflect changes at LVA-Rochester.

Issues of Motivation

Requirements and Obligations of Volunteers. Tutors and other volunteers are informed regularly of their obligations to the program. This begins even before the first training session for tutors and at initial meetings with non-tutoring volunteers. For non-tutoring office volunteers, obligations primarily involve being on the job when expected and following the procedures developed over the years. These procedures reflect common sense and are not seen as burdensome by the volunteers interviewed.

Tutors are expected first and foremost to meet regularly with their students and conscientiously work with them to achieve their personal goals. This point is stressed at the required orientation meeting prior to training and is reiterated throughout training. Along with this emphasis, the potential tutor is regularly informed about the fact that most students, especially in basic reading, may not make much progress quickly. In addition, the tutor has to pay a non-refundable training fee ($25) prior to training. After completing training, the tutor's obligations consist of completing the Initial Student Report form and the Annual/Final Student Report form, which requires assessment of student progress. More than three-fourths of the tutors turn them in with only limited prompting, reportedly because it is treated as an expected, routine part of the role--not as an extra imposition.

Support for Tutors. Tutors have substantial autonomy in scheduling and planning their tutorial sessions. In terms of scheduling, the tutor is expected to meet at least weekly, but the student and tutor can work out specific arrangements. Tutors also are fairly autonomous when it comes to planning the content of the sessions. While they are expected to work within the general framework of the methods and approaches they learned about in training--because they are believed to be effective, they are also to work in line with the student's specific goal. If that goal involves job advancement, for example, the tutor would normally find some job-related materials to use in the sessions. Tutors who run into problems or simply wish to try something new are encouraged to call their trainer. That trainer may refer the tutor to someone else or try to address the situation directly. Instructional support is seen as one of the trainers' roles. In addition, LVA-Rochester sponsors approximately 10 in-service sessions annually and takes care to ensure that tutors are notified. The program's library is also available, and the program will special-order materials in some cases.

The program extends further support and recognition for tutors' efforts. Staff and volunteers prepare a quarterly newsletter that contains local, state, and national news of interest. The newsletter is sent to all

volunteers listed in the database. Each tutor is called twice a year as part of the volunteer outreach program. The program sponsors a recognition reception in February. Pins and certificates are awarded for length of service, and some volunteers are recommended for state or national awards. The program selects one or more volunteers to serve on the delegation to the state or national LVA conference, and it pays the first $500 in expenses.

Volunteer Retention. Volunteer retention has been considered a problem, according to the executive director and the board. The coordinator of volunteers indicated that as many as 30 percent of the tutors leave before completing their first year, and about half of the remaining ones leave during the second year. The result is that only about one-third of those trained are active after two years. Some incidence of attrition is to be expected--people's lives change and they have to adjust their activities. The volunteer coordinator indicated that increasing numbers of younger, relatively professional volunteers do not intend to work in program for more than a year or so before moving on to serve in another area of need.

The issue of attrition has been of sufficient importance for the executive director to conduct an analysis of the causes of attrition (Miller, 1990). In 1990, the executive director surveyed 148 randomly selected inactive or drop-out tutors to find out why they had left the program. Initial analyses indicated no differences between the inactives and drop-outs, so the responses were combined. Descriptive analysis indicated that most of the reasons given for leaving were remediable, i.e., they were effects of situations that could be dealt with, particularly by informing new tutors more effectively about the realities of working with adult learners and of the need to contact the program office when problems arise. A regression analysis suggested several demographic factors made a difference in predicting retention. Males and people in their 30s were more likely to be retained. A more important variable, however, was participation in the pre-training orientation session designed to acquaint the potential tutors with the problems they would face. As a result of this study, the board of directors now requires all potential tutors to participate in such an orientation.

Issues in Assessing Progress and Attrition

LVA-Rochester has set a high priority on the use of data for program improvement. As noted earlier, faced with a concern about volunteer attrition, the executive director conducted a survey of former volunteers to find out who left and why. The results were then used in developing new strategies aimed at improving retention,

most dramatically in the implementation of a required orientation. As noteworthy as that study was, it should also be noted that the program had to conduct a separate survey to obtain many of the data it needed because ongoing data collection tools were insufficient.

The data collection tools in use were insufficient for two reasons, one easily addressed and the other not so easily addressed. The first problem was that the questions asked of volunteers who were leaving the program were not precise enough; they allowed too many responses of the "too busy" variety, a type of response which often begs the question. This type of problem has been addressed by improving the items. A much bigger problem is that there is little incentive for the tutor to complete data collection instruments, so lack of responses calls the findings into question. Even on the special survey of volunteer attrition, response rates were low.

The program has attempted to counter the non-response problem by stressing the importance of filling out the forms by pointing out that the data are required by their funding sources and that the data can help in program management. While such appeals undoubtedly motivate some volunteers, having specially assigned volunteers call the tutors regularly is probably more effective. Now each tutor is called twice a year; for aggregate data on student progress and changes in student and tutor status, this effort appears to be sufficient. If the calls are also to serve as an early-warning system for tutor problems, more than twice a year may be needed.

It is not clear why more tutors do not conduct and report on posttests. There are reportedly no troubles in getting the tutors to conduct pretests, and in getting them to report on the objectives and goals attained by their students. Further, by and large, program staff and tutors indicated they thought their students would demonstrate substantial pre- to posttest gains. The only explanation offered was that the available instruments were awkward to use or just did not quite match with the instruction.

Case Study of a Local LVA Program: LVA Lancaster-Lebanon Literacy Council Lancaster, Pennsylvania

Organization

Background. The LVA Lancaster-Lebanon Literacy Council (LLLC) serves adjoining Lancaster and Lebanon Counties in southeastern Pennsylvania. The ethnic composition of the two communities is predominantly white, with a growing Hispanic population. From its administrative office just outside Lancaster and a smaller office in Lebanon 30 miles away, the council has more than 400 volunteers working with about 500 learners. Council literature estimates for the two-county area are that more than 63,000 adults have less than an eighth grade education.

Lancaster's population of about 66,000 (within the city limits) and 125,000 (including the suburbs) has grown recently with industry, office buildings, and suburbs changing the face of the "Pennsylvania Dutch Country." But Route 23, which leads quickly from city to farmland, retains much of its rural character despite the recent appearance of some housing developments. Along the route, sandwiched between a laundromat and a vacuum cleaner repair shop, is LLLC's central office. The office is about the size of a large elementary school classroom, with five desks against the walls bordering a number of long, narrow tables arranged in rows, facing a large TV/VCR used for tutor trainings. Hundreds of books and workbooks line the walls. Training and conversations take place over a steady flow of traffic, punctuated by occasional Amish buggies passing by.

This program originated in the early 1980s, when its founder was teaching English as a Second Language (ESL) in Lancaster's Intermediate Unit 13 (IU 13). In Pennsylvania, Intermediate Units are centers that provide adult, continuing, and special education. They are affiliated with the public school system.

IU 13, housed at Neffsville Elementary School, provided a janitor's closet as space to begin an adult literacy program in 1984. The program began with 20 students and a $2,000 grant from a foundation affiliated with the *Lancaster Intelligencer* newspaper. In 1985, the Lancaster-Lebanon Literacy Council was incorporated and received 501(c)(3) status as a private, nonprofit organization. The founders received LVA training and became an LVA affiliate in 1986. With LVA affiliation and training operations underway (held at the Lancaster Public Library), the council applied for and received Pennsylvania Department of Education (PDE) funding beginning in 1987.

In 1988, the school reclaimed the janitor's closet, and a search began for a new office. Criteria for a center included accessibility for handicapped adults and a convenient location where tutors would not have to commute downtown. A room next to the laundromat on Route 23 became available when a pizza shop closed. The staff of five moved in, paying $425 per month rent.

In the past few years this literacy program has grown rapidly in terms of numbers of students and tutors as well as its funding base. PDE funds have increased year after year, and the council became a United Way agency in both Lebanon (in 1988) and Lancaster (in 1990). The founder remains active as a national trainer with LVA (a member of "VITA," the organization's highest-level corps of trainers).

Today, three board members from Lancaster direct the Lancaster office, and another board member directs the small Lebanon office. They are all volunteers. Recruitment is underway for an executive director to direct the council as a whole. This would be a full-time paid position with a salary in the range of $22,000-$25,000.

LLLC operates out of the main office in Lancaster and the smaller office in Lebanon. Almost 40 percent of the Lebanon program's students take ESL instruction, while about a quarter of Lancaster's students do so. The centers are open year round, Monday through Friday. LVA Lancaster is open 45 hours a week (with extended evening hours on Mondays and Wednesdays). Lebanon's office operates 35 hours a week, with evening hours on Thursday.

Staffing Pattern. LLLC is governed by a 21-member board of directors, whose members include reading specialists, CPAs, professors, news reporters, a librarian, and tutors. The full board meets six times a year, and its executive board leadership meets monthly. The board presidency rotates; a president may serve up to two 1-year terms. The current vice president becomes the next president to ensure continuity of leadership. The board has several active committees (personnel, fund development, etc.), each of which meets regularly. Board decisions cover every aspect of operations, since four board members are directing the LLLC until an executive director is hired.

The Lancaster office staff is headed by a team of three volunteer board members, each of whom works 20 hours a week or more, up to full time as needs arise. The paid staff is composed of:

- Part-time (30 hours a week) tutor-student coordinator, who makes most of the matches and coordinates followup calls and activities after matches have been made;
- Part-time office manager who keeps student and tutor records and files, enters data on a computer, and does the bookkeeping for LLLC; and
- Part-time secretary paid for by the state Office of Aging.

Below are brief profiles of the three volunteer board members who direct the Lancaster office:

- The board president called the Lancaster program at Neffsville Elementary six years ago after seeing an ad on Baltimore TV for the Baltimore Literacy Council and wondering if Lancaster had such a program. After taking the organization's first official tutor training course at the Lancaster Public Library, she was immediately matched with a young Hispanic woman who needed a driver's license to take her children to parochial school. After four months, she earned her license and left the program. The tutor was assigned to another student, soon becoming a board member and volunteer staff member as well. Her particular strengths are in matters of student and volunteer coordination.
- The current board vice president left a paid position three years ago doing outreach and coordination for the American Cancer Society. Previously, she had been an elementary school teacher and had been interested in literacy. After the basic reading training, she began small-group tutoring with young men at a drug rehabilitation home. She has been there since, working under the supervision of an IU classroom teacher. At the center, she mentors three board standing committees and plans fund-raising events.
- The third member of the team is acting executive director. She does much of the coordination with PDE and the United Way, including recordkeeping. She also trains tutors and tutors adult learners. Her varied background includes a BA in chemistry and work as a CPA. Upon settling in Lancaster two years ago, her mother-in-law mentioned that the founder of the literacy program had spoken at her women's club. She called and immediately became involved.

The acting executive director of LLLC goes to Lebanon twice a week to meet with the directing board member, the full-time, paid tutor-student coordinator, and two part-time, paid administrative staff members (one of whom is paid by a local employment services program). Volunteers help the staff as needed for the frequent bulk mailings that go out to volunteers, students, and others involved in literacy in the area.

Funding. For 1990-91, LLLC's total revenues were approximately $125,000. This amount represented an increase over the previous year's $109,000. Income is derived from the following sources:

- Pennsylvania Department of Education (PDE) $61,000
- United Way $17,000
- Private corporate/foundation contributions $14,000
- Individual dues and fund-raisers $11,000
- Private grants and contributions $22,000

The United Way allows LLLC to raise funds, but not through direct solicitation of corporations, and no fund-raising is permitted from August 15 to November 15, the United Way's pledge season. Fund-raisers have included the following time-consuming activities, among others:

- Selling tickets to the Dutch Apple Theater. The theater charged LVA $10 per ticket, and LVA then sold them for $25, providing $15 in revenue to LVA. This campaign produced $5,000.
- A phone-a-thon was organized. After a bulk mailing of letters to members of literacy and other community service organizations, a team of 30 telephone callers and follow-up letters confirming the person's pledged amount raised $10,000.
- A garage sale raised about $800.

For reasons of efficiency in planning and continuity in terms of community expectations, the board plans to hold these events every year. Appeals for individual dues are the least time-consuming activity for raising funds. New tutors and new students are asked, but not required, to contribute any amount as dues. About half of the students and tutors contribute $5.00 or more per year.

LLLC's expenses for 1990-91 totaled $113,000. About half of the monies went for salaries and benefits of the paid staff members in Lancaster and Lebanon. Expenditures for training materials, publications, and books for the library totaled about $12,000. Approximately $10,000 went for postage, printing, and telephone usage, with approximately the same amount spent on rent and utilities at the two sites. Travel and conference expenses came to $2,400. Dues to LVA-national are $500, and the state's independently run literacy clearinghouse, Tutors of Literacy in the Commonwealth (TLC), received $50.

Coordination. Most of LVA Lancaster-Lebanon's coordination is with the PDE, the United Way, and local supporters such as the daily newspaper and the public library.

LLLC tutoring is intended to prepare the student for the ABE-GED educational path. LLLC tutors provide beginning adult readers with basic instruction that students need before they are ready to handle an ABE class situation. Adults performing at a grade 6 reading level on the LVA's READ test or BEST test (for ESL students)--or another allowable test--may choose to take ABE or GED preparatory classes at IU 13, taught by paid ABE or GED teachers.

LLLC performs the intake and testing procedures for adults in the two counties. Each adult who comes in is personally interviewed, then administered the READ or BEST test. For these tests, the coordinator interviews the applicant and does a one-on-one assessment of vocabulary, word recognition, and listening comprehension. The entire process takes about an hour. At the end of the intake interview, the student is advised that a tutor will be in contact within one to two weeks. Or the student may be referred to the ABE-GED program, which operates essentially year round.

Each student going through intake is documented, with a form sent to the PDE annually. Also, each LLLC tutor's record goes to the PDE annually. The literacy center's annual contract with the PDE states that a minimum of 15 training sessions and 15 in-service sessions must be held. Full documentation on the number of tutors trained, the number of active tutors and students, and dollars spent, is required for PDE funding to continue. Funding amounts are related to number of people served as well as types of special services provided.

If LLLC trains tutors specifically to be ABE classroom aides, ABE will pay the literacy council to cover training costs (usually $50-100). The council reportedly maintains a good working relationship with the PDE coordinator/evaluator of literacy, ABE, and GED programs in the southeastern district of Pennsylvania.

The United Ways of Lebanon and Lancaster require LLLC to submit separate financial/program reports to each organization. United Way reporting requirements are burdensome, and its financial reporting requirements differ from those of the PDE. In earlier years, to justify United Way funding, the literacy council was required to show a budget deficit, which could only be cleared with United Way funding. This justification ran contrary to the fundamental practices of the council: it does not operate in the red. In recognition of this, as of this

year, requests for United Way funds will no longer have to be based on deficits. In the beginning, several board members did not want LVA Lancaster to become part of United Way, but now the benefits are seen to be significant and worth the effort. During pledge season, various Literacy Council board members accompany United Way officials to motivational presentations at companies throughout Lancaster and Lebanon Counties. Though the presentations are time-consuming, the board members enjoy seeing the awareness created by their presentations, and they have acquired new tutors and students in the process.

LLLC enjoys strong support from Lancaster's newspapers. Ads and notices are free of charge, and there are frequent articles about the council's activities. Moreover, the newspaper sponsors several community-service task forces, including the Task Force on Literacy. A newspaper staff person (an educational specialist, not a reporter) coordinates this task force, which is composed of representatives of LLLC, IU-13, the Urban League, the Junior League, the Boys and Girls Club, the Spanish-American Citizens Association, and other civic groups. The task force meets monthly at the newspaper office to exchange ideas and information. Two products of the group so far are a literacy hot line and a tabloid for public distribution describing the many active social service agencies of the Lancaster area.

Much of the council's tutoring takes place at local public libraries. LLLC coordinates with a few public libraries that provide space for LLLC tutors and students to work. The libraries advertise for tutor trainees in their immediate locations.

IU-13 is beginning a prison literacy program with public funds. The IU will handle all aspects of the program except tutor training; LLLC will provide the training for a fee. Tutors, students, and a large number of community service providers are served by LLLC's five newsletters: the quarterly *Newsline* focusing on volunteers and staff; bimonthly student newsletters from the Lebanon office and the Lancaster office; and *Tutor Update* from each of the offices. *Newsline* has a particularly professional look, as it is laid out and printed by Lancaster newspapers.

LLLC is connected closely with the State Office of Aging and with Green Thumb, a Lebanon-based public employment agency for senior citizens. These agencies assign office staff who are senior citizens--one person to each office of LLLC--and pay their salaries. A minimal amount of reporting is required for these agencies.

There is no LVA state office in Pennsylvania. Instead, state-level literacy information is disseminated by the Tutors of Literacy in the Commonwealth (TLC) coalition. Funded by PDE, Mellon Foundation grants, and literacy council dues of $50 per council (for a total of about $60,000 in FY 1990), this coalition conducts some 50 training/inservice conferences each year that include topics of special importance to literacy tutoring (such as ESL, learning disabilities, etc.). TLC serves all of the approximately 100 literacy councils throughout the state--including many that need assistance providing training. LLLC receives frequent newsletters and other notices from TLC and often sends someone to TLC meetings.

Minimal coordination occurs between the national LVA office and LLLC. The council receives all of LVA's national newsletters that focus on organizational matters, volunteers, and students. Copies of TUTOR, LVA's tutor guide for basic reading, are ordered frequently, as are the most current training materials. The former director of the program is a member of LVA's Volunteers in Training Assistance (VITA) Corps and, as such, does some traveling for LVA as a national trainer.

Recordkeeping. Recordkeeping for PDE, the United Way, and LVA's central office occupies most of the office manager's time and perhaps one-fourth of the acting executive director's time.

The PDE requires a Monthly Attendance Report listing the number of students enrolled (year-to-date, as compared with the number that were planned), and the number of students that attended two or more tutoring sessions during the month (separated out by basic reading or ESL training). These forms check against LLLC's 1991-92 contract with PDE, which stated that LLLC intended to train 270 regular tutors and 180 ESL tutors in 1991-92. PDE funding is received twice a year, in anticipation that those number of tutors will be trained and a certain number of students will be served (500 in 1991-92).

Each year, a Student Intake Data Form is sent to PDE for each student. This 26-item form asks for the student's original pretest score and--if available--the latest annual posttest score in grade equivalent terms or documentation of personal goals achieved. PDE does not require posttesting or goal achievement data for funding purposes; the rationale is that persons in a voluntary program cannot be required to undergo testing. What PDE does need is evidence that the literacy student is formally enrolled and participating in the literacy program. The council enters LVA's READ test scores on the form, as well as any available posttest scores or data on personal goals met. In addition, a Staff Data Form is to be filled out each year accounting for each volunteer and each paid staff member.

For the United Way, a monthly expenditure log is submitted. Each year, the program prepares a seven-page Financial Statements package that includes the results of an independent accounting firm's audit.

The national LVA office is sent three documents each year: a financial form, a detailed Volunteer Form, and a Learner Form. The Volunteer Form totals the number of tutors in each of six types of tutoring (including "family" and "corrections"). For each type of tutoring, the number of tutors, instructional hours, preparation hours, travel hours, and totals must be shown. The status of tutors is also requested (i.e., the number who were trained but not yet assigned, the number who left tutoring during the year, the number who returned to tutoring after a hiatus of one year or more). Demographic characteristics of tutors are reported, as well as recruitment information, reasons for termination, types of inservice workshops taken. The learner form requires equally detailed distributions.

Categories of revenues and expenditures usually differ for PDE, United Way, and LVA. Internal recordkeeping forms provide the basis for the data to be sent to the various external agencies. Internal data forms begin with the LLLC's Student Data Sheet (intake form) and Tutor Data Sheet, which are completed at the time of the initial meetings with students and tutors. Files are organized basically by tutor-student matches, under the name of the tutors. Each file contains a folder about the tutor and a folder on the student. The student folder includes all tests the student has taken, the intake form, and writing samples. The tutor folder contains a card showing the number of instructional hours, preparation hours, and travel hours during the past months. Either the tutor fills out the card or a volunteer calls the tutor each month for the information. When rematches are made, the files are changed accordingly.

All training courses (15 this year) and monthly inservice workshops have evaluation sheets submitted by each participant. These forms are analyzed by the trainers and used to make changes. Finally, minutes are taken in detail for every board meeting and board committee meeting. All this recordkeeping is done by the three volunteer board members, the board secretary, committee chairmen, the office manager, and the tutor-student coordinator. Volunteer tutors keep only one monthly attendance card (and may choose instead to have another volunteer telephone them for this information). Students do not need to keep records. Although the staff members mention paperwork burdens, they appear to be in control of the requirements. Most staff members also teach students and/or train tutors.

Students

The Lancaster-Lebanon Literacy Council served 525 students during 1990-91, according to the LVA Learner Form. Some 350 were served by the Lancaster site, and about 175 were served by the Lebanon offices. As of 1990-91, most of LLLC's 166 foreign-born students are of Hispanic or Asian descent. Overall, most students (79 percent) are between age 25 and 59; 58 of the students this past year were young adults between age 16 and 24. One hundred ninety-five students had not been beyond fourth grade, and 126 had between a fifth and an eighth grade education. The majority of students (54 percent) were male.

In addition to increases in the number of students served, which has risen steadily each year, the motivations of students have reportedly changed. During the mid-1980s, the majority of students who came to the program were shy and ashamed of their "illiteracy." Soon, with more publicity devoted to literacy, more adults reported serious, practical needs for better reading skills, usually related to their jobs. The students also appeared to the staff to be more serious about a long-term commitment. A trend that the staff has noticed is more demand for basic reading and less demand for ESL tutoring. Part of the reason for this trend is that more of the foreign-born adults now come in with greater speaking/reading proficiency in English.

One board member observed that students, especially men, feel they need to state a concrete goal--"I want to earn a GED," for example. While this sounds purposeful during an intake interview, the board member believed that what most of the students really want is to be able to read like other people. But they are ashamed to say this, so instead they cite an official goal. These goal statements are duly recorded on the forms.

The ways in which students are recruited to the program vary. Some students come in because a family member, friend, or foster parent encouraged them to do so. Still other students are referred by an employment service or welfare agency. Supervisors at work are another source of recruitment. Several students are referred to LLLC after trying an ABE classroom situation and finding they could not keep up. Very few students come in as a result of media notices (TV, radio, newspaper).

Most students are assigned a tutor within one to three weeks of intake; however, certain circumstances may dictate a longer wait for a tutor. For example, finding a mutually convenient location or schedule may take several weeks. A severely learning disabled student may need to wait for a tutor who is familiar with

learning disabilities. Someone who knows no English at all may wait several weeks until an ESL-trained tutor becomes available. And a severely mentally retarded student may not be able to be matched at all.

Most tutoring takes place in one of a pre-approved group of public libraries. Although a bus stops near the Lancaster office, most students and tutors live in towns scattered throughout Lancaster and Lebanon Counties. In fact, the first criterion for a good tutor-student match involves geographic proximity. Generally, LLLC prohibits tutoring in the student's home because of distraction, and the fact that it is a non-professional setting; however, based on unusual need, some exceptions are made for tutoring at a student's home. Some use the center but, because it is small and training is often held there, most pairs go to the library nearest them.

The focus of the program is on reading, which generally occurs in a one-on-one tutorial setting. No math classes or formal math tutoring courses are offered, but if a student is ready to prepare for the GED, for example, and cannot attend GED classes for some reason, an LLLC tutor will teach math and any other GED skill that is needed. The students pay no fee, but are encouraged to join LVA or purchase their own workbook; however, the council is prepared to pay for all materials that the students need.

LLLC records indicate that 114 students terminated between July 1, 1990 and June 30, 1991. About half of those students had been with the program less than two months, and three-fourths of all who terminated during the year did so after less than six months with a tutor. It is generally observed that the students who manage to stay with tutoring for longer than six months tend to stay for one and a half to two years and may see a prospect for continuing with ABE and beyond. However, usually a long-term tutoring relationship just continues as such. At a certain point the student reaches a goal and leaves or, on occasion, changes tutors. A program coordinator cautions that a student-tutor relationship can become one of co-dependency, even if it consists only of tutoring at the library. While little can usually be done once this has developed, tutors are cautioned in training against allowing such a dependency to develop.

The reason most frequently mentioned by students for leaving the program between July 1, 1990 and June 30, 1991 was "met my goals" (25 mentions out of a total of 132), followed by moving away (17), job conflicts (13), and lack of interest (11 mentions). Only one of the terminating students cited "transportation problems," and only one cited "child-care problems." None of them said they quit because their tutor quit, but 52 out of the 132 mentions fell into the "unknown" or "other" (unspecified) categories.

Program administrators tend not to categorize a student as terminated unless it is quite certain he or she will not be returning. Often, a student quits only for a while, perhaps even months or a year or more, intending to return at a better time in the future. Such circumstances are not viewed as terminations.

Students' goals are almost always expressed and recorded by LLLC in functional terms, not in terms of reading level gains or attainment of a diploma. Records from the period July 1, 1990 to June 30, 1991 listed the achievements of some still-active or terminated students: "survival skills" (such as buying necessities, using a checkbook, or communicating with a doctor) were noted in 99 instances, followed by "library/creative" accomplishments (53 instances), such as obtaining a library card. Twenty-nine mentions were made of getting a job or promotion; 11 people earned a driver's license; and 10 achieved citizenship. Eleven people noted improvements related to "parenting." Education-related goals were not frequently noted: 10 people enrolled in the GED course or earned their GED; eight entered further education or training.

Description of Volunteers

Profile of Volunteers. LLLC records indicated that as of 1990-91, 425 tutors were assigned and actively tutoring. Adding in the non-tutorial volunteers, a total of 472 volunteers were active. The 47 non-tutoring volunteers are board members, members of special committees that report to the board, trainers of tutors (11 were counted), and 10 to 20 people at any given time who have been trained but have not yet been assigned a student. Not counted officially are the spouses and other relatives of staff and tutors who stuff envelopes for bulk mailings, work the phones during the phone-a-thon, and help at other fundraising events.

Of the 425 active tutors, 312 taught basic reading, 74 taught ESL, and 50 tutored ABE/GED students who were not able to attend classes for various reasons. Since this adds up to 436, it indicates several tutors gave more than one kind of tutoring, perhaps working with both individuals and a small group--or with two different students separately. A few tutors taught in a family literacy program in Lebanon's Adult Education building, or taught at a retirement house, rehabilitation home, or at a company with a small group of three or four employees.

About half of all 472 volunteers at LLLC are between 25 and 44 years old, and 162 volunteers are 45 or older. Almost all are white (454 out of 472), and 281 volunteers have at least an undergraduate degree (103

volunteers noted that they held a graduate degree). Only a small number (11 volunteers) had less than a 12th grade education. In this respect, very few volunteer tutors can be said to have "been there." Four out of five volunteers are female. Most volunteers work--180 of them said they work full-time, and 68 said they work part-time. About one-fourth (124) are retired, most often from teaching or library work. Only 43 said they are not in the labor market.

The composition of volunteer tutors at LLLC has changed over the past several years, according to one of the program directors: "More younger people are coming in. It used to be older women, who often were friends. Lately, more professional working people come in, and more college students are coming in."

Recruitment. The community learns about the literacy council from frequent radio and TV spots and from newspaper notices. In several cases, a family member or friend told the volunteer about a speaker they heard who described the literacy program, and some volunteers saw a recruitment notice for volunteer tutors at the library. In most instances, tutors contact the center on their own.

Notices in newspapers are especially timed to anticipate the next training session in basic reading or ESL. Between Lancaster and Lebanon, a total of 15 four-session tutor training workshops are held every year. This frequency allows a potential tutor who misses the start of one to participate in another training course within weeks. Thus, a person who wants to become a literacy volunteer tutor does not wait long to be trained.

Incoming Qualifications. This literacy council seeks no formal educational qualifications from tutors. From the center's Volunteer Literacy Tutor Job Description:

> No professional or teaching experience necessary. Only an interest in others and sensitivity to their needs is required. Tutors should be friendly, flexible, patient, reliable, open-minded, and optimistic. (No foreign language skills are needed to tutor English as a Second Language students.)

The backgrounds of tutor candidates are not formally checked. Personality characteristics weigh heavily in steering someone to a certain instructional setting or administrative job. For instance, one tutor, a talkative retired man with a strong voice and an abundance of energy, was guided toward volunteering in an ABE class rather than one-on-one, where his style might overwhelm a literacy student.

Below are profiles of a few tutors at LLLC:

- A retired engineer from RCA saw an ad on television about millions of Americans who could not read and a notice in the Lancaster daily newspaper calling for literacy tutors. He called the office and was placed in a tutor training class scheduled to start three weeks later at the Lancaster Public Library. He enjoyed the training course and was immediately matched with his first student, but a few months into tutoring, he needed heart surgery. When he was ready to resume tutoring several months later, his student had been matched with another tutor. So the tutor was also reassigned to a new student. The tutor's current student is a 30-year-old man reading at about a first-grade level, who in the first four months of instruction has forgotten sometimes to come or to call. His goal to get a driver's license has been achieved, and he has not shown up in the past three weeks. However, the tutor has not given up; he and the student's girlfriend are pushing the student to continue.

- Another tutor recalls, "I've always been a volunteer." In the 1960s, she tutored junior and senior high school students while holding paid positions editing various newsletters in Lancaster. Following retirement, a combination of friends and news articles spurred her to contact the then-new literacy council. Almost immediately following her initial interview, she took basic reading training for tutors at the Lancaster Public Library. Upon completion, there was no waiting period for her first student. She tutored him for a year and a half, even though he was facing a series of personal problems. They met twice a week at the library. Tutoring eventually became impossible when his work schedule changed to the night shift. After that, she had a series of students who stayed only a short time. Then, in April 1990, she was matched with a woman who moved here from Vietnam 12 years ago and understood some English but wanted to speak it better. She tutored her student at first without ESL training and did well. Eventually she took ESL training and accepted a second student, a Japanese woman who came to the U.S. for a few years and planned to return to Japan. The tutor works with both students once a week on English conversation. But she still continues to tutor her Vietnamese student alone once a week.

Training of Tutors. During 1990-91, in accordance with the council's contract with PDE, LLLC held 15 tutor training workshops in basic reading--eight at Lancaster and seven at Lebanon. Each workshop takes 12 hours, spread over four sessions in a two-week period. A followup reunion meeting is held one and a half to two months later. Usually, two training workshops are given in the same two-week period, one in the morning and one in the evening.

Six ESL workshops (one evening each for two and a half hours) were held, most of them in Lebanon. To take ESL, one must first have completed the basic reading workshop. Two small-group tutor training workshops (one evening each) rounded out the year of trainings.

In addition, in compliance with PDE, 15 inservice workshops were held on a variety of topics. Each tutor is required to take at least one inservice per year. This has not been enforced, and only 20 percent of the tutors have done so. Beginning in 1992, staff report, this requirement will be enforced.

Each basic reading training brings in about 10 to 15 people, a few of whom are experienced tutors taking it as a refresher. ESL training workshop is held as soon as five or more people have signed up; they are held promptly to avoid losing potential ESL tutors.

The tutor-student coordinator is attempting to strengthen the tutor-student support gatherings, which are held occasionally as "support group" meetings at the office. Few people attend, however, because of the distance and inconvenience of commuting in the evenings in addition to their tutoring work. Tutors occasionally stop in at the Lancaster or Lebanon office for inservice workshops, to talk over a problem or tutoring matters, pick up new instructional materials for students, or retake the basic reading or ESL training.

The tutor's basic curriculum guide is LVA's TUTOR manual, which works somewhat in parallel to the student testing that was done during intake. TUTOR familiarizes the new tutor with adult learners and their personal goals for which literacy is needed, how to test incoming reading ability, and what specific teaching methods to use to help them meet their goals. TUTOR is seen as a comprehensive guide for the tutor in shaping his or her own series of weekly or twice-weekly lessons in a manner that will produce progress toward personal goals and toward reading gains as measured by LVA's READ test.

Within the TUTOR framework, tutors have considerable autonomy to be creative and use any materials that appeal to their students. Students may bring in items they want to read. Often, driver's tests, school notes or report cards, bills, and other mail are brought in. "Field trips" are also encouraged by LLLC, for example, to a store, restaurant, fair, or Pennsylvania Dutch tourist attraction. Some tutors occasionally take their students on needed errands or doctor appointments. But the tutor trainer urges tutors to maintain a professional balance with the student.

Matching Tutors and Students. A balance between the numbers of students on a waiting list and available tutors has been achieved by advertising and holding basic reading training workshops more often. On any given day, the match coordinator has a stack of 15 to 35 students awaiting a tutor and perhaps 10 to 20 tutors who

have not been assigned a student. Many of the waiting students are delayed by personal or transportation problems, a few have special educational needs, and some are not quite ready to begin due to schedule conflicts or travel. Tutors may be waiting because they are traveling or a temporary schedule conflict exists, and often a tutor waits to be matched with a student in the same geographical area.

The match coordinator sits in on all the tutor training sessions. Though she is a paid staff member at 30 hours a week, she devotes more than full time to her job as tutor-student coordinator, which she has held for five years. She interviews students during intake and keeps a folder as she meets new tutors in training. On the last day of training, she gives each tutor the complete folder of a particular student. They take time to discuss these potential matches, and after the discussion the tutor calls the student to arrange an initial meeting.

The followup reunion of new tutors, which takes place about 2 months after the last tutor training session, is one key event that the majority of tutors attend. The tutor-student coordinator calls those tutors who did not attend the session to ask how tutoring is going.

A well-run system is in place in which volunteer callers telephone each active tutor monthly to record the hours the tutor put in that month. A tutor can expect a call from the same volunteer at the same time of the month. If problems have arisen, a trainer follows up immediately. Alternatively, tutors may choose to send in a card each month noting the number of hours of instruction for the month, but nearly all reportedly prefer the telephone contact system. In addition, it is an unwritten policy to call all new tutors after a month even if they are not yet active.

Issues of Motivation

Requirements and Obligations. Because of a reliable foundation of PDE and United Way support, neither tutors nor students need to pay for any books, materials, or courses. They are encouraged to join LVA, whose membership is activated by any donation, no matter how small. Most of the tutors contribute something and become members, receiving local literacy and LVA newsletters.

Tutors are asked to record their hours served with each student each month, and they are asked to update the original tutor-interview form annually. Other than this, no recordkeeping is required.

Support for Tutors. Even though the overwhelming number of tutors were said to just want to keep tutoring and not branch out to other activities or opportunities, the tutors reportedly remain motivated by frequent newsletters as well as by conversations via telephone. The office is moving toward eliminating the tutor-completed monthly cards and strengthening its telephone network of monthly calls. Volunteers will be trained to probe more about any problems or questions tutors have. This increased attention to tutor support is viewed as a critical investment in the tutors and essential to maintaining communication between tutors and program staff. Inservice workshops, support group meetings, fundraising events, and invitations to serve on the board--all publicized through the newsletters--help to support the tutors.

Tutors receive recognition at an annual meeting usually held in a church. The dinner is a potluck affair, helped by donations from local businesses. While tutors receive recognition for the number of hours worked, they report that this activity is much more meaningful when their students are asked to stand and accept a special award.

Tutor Attrition and Retention. LLLC data for 1990-91 showed that 78 tutors left the program between July 1, 1990 and June 30, 1991. That is, they were recorded as terminating completely. About three-fourths of them had tutored actively for one or more years, but one-fourth left after less than one year.

The most frequent reason given for leaving was that they were "satisfied with experience, fulfilled commitment," as the form states, which 23 people gave as a reason; 14 moved away, and 11 cited job/school conflicts. Five people stated they were dissatisfied with the experience. No information is available on the other 25 former tutors.

Some tutors remain on active status even though they may take a long hiatus from tutoring--for travel, another volunteer or paid job, reasons of illness, taking care of a new baby, and so forth. Some give themselves a breather between students.

The tutor supply appears to be replenished sufficiently by the numerous tutor training workshops given every year. LVA records indicate that in 1990-91, 189 people completed basic reading tutor training course, and 33 completed the ESL training.

Reportedly the most effective way LLLC maximizes retention of its volunteers is by frequent personal conversation. Most of this contact takes place by telephone, but nearly every volunteer stops in the office at least every month or two.

Issues in Assessing Progress and Attrition

The voluntary nature of both tutoring and learning in a literacy volunteer center impedes rigorous documentation of learner progress, learners' attrition rates, and tutor attrition. Student reading progress is difficult to assess accurately as many students leave before posttesting. There is a significant incidence of leaving and returning to the program, making it hard to interpret pretests, posttests, and any subsequent re-test results when students leave and return some time later. In this regard, the director noted:

> Student reading progress is difficult to assess because of the nature of adult literacy programs. We are dealing with adults, and a child's reading level measurement is an inaccurate tool, because it does nothing to measure comprehension and life experience. Also, people are free to leave our program when they feel they have met *their* personal goals. We are not a GED program. An adult may only want to read well enough to fill out a job application. Our program is very life-skills oriented.

LLLC's records indicate that of 114 students formally terminated in 1990-91, approximately half left before they had been tutored for two months. This problem is illustrated by one tutor's experience:

> One new tutor received basic reading training in April 1991. Recently retired from ALCOA, she saw a newspaper appeal for literacy tutors. She called LLLC, and later signed up to take a training course that began within days. This training course took place four mornings over a two-week period. The staff asked the new tutor whether she would mind taking a short-term student (one who had only a short-term goal). She agreed, and at the last training session she received the folder of her first student. She called her student that day. The student's foster parents had called LLLC to see about some reading tutoring.

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> The student was a young man from a drug rehabilitation program. He said he was interested in sports, so the tutor bought him sports books at a yard sale and lent him others from the center's shelves. Within weeks the student ran away from his foster home, and the tutor started with a second student. That lasted only a few weeks and was not productive. Her third student, a young man, never came to tutoring appointments. She is waiting for her fourth student.

Given that LLLC operates with a heavily voluntary staff, the higher priorities go toward continuous recruitment and support for volunteer tutors and other staff and for meeting students' needs. Maintaining accurate records on each learner and tutor necessarily takes a lesser priority; the records are kept at a level of detail that will satisfy the full requirements of government and civic funding agencies.

2. LAUBACH LITERACY ACTION PROGRAMS

Summary of LLA National Program

Laubach Literacy Action (LLA) was established in 1968 in Syracuse, New York, by Frank C. Laubach, leader of the international literacy movement and founder of Laubach Literacy International (1955). Laubach Literacy Action (LLA) was formalized to bring together U.S. volunteer literacy efforts.

As of 1990, LLA had a reported 98,271 volunteer tutors serving 147,087 adult learners through 1,023 local LLA councils in 45 states. Some 2,000 certified Laubach Tutor Trainers train groups of volunteer tutors. The Syracuse office has approximately 75 FTE staff who are involved with operations or who conduct closely related materials development activities.

The headquarters of Laubach Literacy International, including LLA and New Leaders Press, is located in Syracuse. Twenty-eight LLA state organizations and 64 organizational members (such as libraries and other service agencies) support the approximately 1,000 local programs throughout the country.

LLA's educational components are centered upon one-on-one tutoring and some small-group instruction in basic literacy skills and ESL; tutor training and inservice; a certification process for trainers of literacy tutors; local council and state office support in the form of guidance and reference materials; recognizing and empowering new learners; New Readers Press materials for readers and instructors; professional conferences; public policy advocacy; and a planned giving program.

LLA promotes local choices among instructional methods focusing on learners' personal goals. One instructional approach, based on phonetics, forms the basis for the "Laubach Way to Reading" series of skills books for basic reading and the "Laubach Way to English" for ESL instruction.

According to LLA's 1990 budget, $8.7 million was received at the national level, $7.5 million of that from the sale of New Readers Press publications and $1.2 million in public or private support. Of $8.5 million in national expenses, $5.6 million was spent on publications, and $1.4 million went to LLA operations, with most of the remainder devoted to international literacy operations.

As of 1990, about half of LLA's adult learners are female; nearly all are reported to be over 18; about two-thirds are taking literacy/basic reading, and one-third are ESL students.

National information on LLA's volunteers is not yet available; an information system is being developed. LLA volunteer tutors take 10 to 18 hours of training over three to four sessions, pay a nominal materials fee, and pay a $10 LLA membership fee after the first year (the membership fee is waived for the first year).

Case Study of an LLA State Office: California Literacy, Inc.

Background

California Literacy, Inc. is affiliated with Laubach Literacy Action (LLA) and is the oldest and largest state volunteer literacy organization in the country. It was founded in 1956, incorporated in 1966, and currently supports almost 100 programs, 250 literacy centers, and more than 10,000 volunteers working with around 21,000 students in the state. According to its mission statement, California Literacy, Inc. seeks to promote literacy and to support and coordinate volunteers assisting individuals who wish to improve their literacy skills. California Literacy (Cal Lit) works in these related areas with activities ranging from advocacy directed toward state and national policies to promote literacy to working with new or established individual literacy programs to develop volunteer management and training.

Based on data provided by Cal Lit, the state estimates that more than 3.1 million Californians are "functionally illiterate," and the State Department of Education predicts that number will increase to 4.2 million by the end of this decade. Only about 6 percent of these adults are receiving services through governmentally supported adult education programs.

Cal Lit is located in San Gabriel in the Los Angeles basin. It is a convenient location for most of the LLA councils in the state, but it is hundreds of miles from the councils in the north. Its offices provide space for a literacy library, storage and shipping areas for books and other instructional materials, a data center, a meeting room, and offices for its paid and volunteer staff.

Administration

Cal Lit operates with a small professional staff assisted by many volunteers. Paid full-time staff include the executive director, who has been with Cal Lit since 1985, two trainers, two field development staff, one public relations/fund-raising specialist, an office coordinator, a clerical worker, and a bookkeeper. Part-time paid staff work in training, clerical, and warehouse roles. One full-time volunteer helps in the bookstore, and 83

volunteers assist on committees or in other part-time roles. A full-time VISTA volunteer supervisor also works with Cal Lit. The VISTA supervisor is located in northern California, and is responsible for supervising 32 VISTA volunteers throughout the state.

Cal Lit's board of directors plays an important and active role in determining the organization's goals and in helping develop and implement strategies for reaching them. The 1991 board was composed of 16 members plus the executive director as an ex officio member. Members of the board are responsible for specific program areas, such as fund raising or recruitment. Some board members are recruited from local councils or other literacy organizations, and others are recruited because of other specific knowledge and skills. According to the executive director, an organization without a strong board is little more than a post office box.

Cal Lit chooses to take no governmental funds for its operations, but it does support efforts by member councils to seek and use such funds if the use is compatible with the goals and activities of the council. Neither does Cal Lit receive United Way funds, because Cal Lit does not provide direct services to adult learners (except for contracted services within work places), so it is not the type of direct service organization usually supported by United Way.

Cal Lit's funds come from workshop registration fees, dues, private contributions, private grants, New Readers Press book sales, contract book sales, bequests, and special events. Dues are for group joint memberships in Cal Lit and LLA. This membership program began in 1991; for an annual fee of $75, the local council or other not-for-profit group obtains the benefits of membership in both organizations. Private contracts provide funds earmarked for workplace literacy programs. Contract book sales involve shared profits from assisting a distributor of Spanish-language adult learning materials. A program to solicit bequests was begun during the past year with promising results for Cal Lit. Special events activities include serving as a designated charity for the Los Angeles Marathon each spring.

Program Activities

Cal Lit engages in several state and national activities, including summarizing and disseminating information, sponsoring statewide and regional meetings and training sessions, serving on national task forces, advocating policy changes, and coordinating with other organizations.

State and National Activities. Cal Lit gathers, summarizes, and disseminates information about literacy activities, programs, needs, and services. Cal Lit collects detailed information from each of its member councils as well as information about related activities in the state and prepares resources for general use, such as a directory of literacy programs in California on a community-by-community basis. This report is updated annually.

Cal Lit's regional and statewide meetings are primarily for updating program managers and active tutors, but they also serve an important public relations function by calling attention to the problems of illiteracy in the state. Cal Lit also regularly attends national meetings of LLA and other groups, and it is frequently asked to participate in national and regional task forces on literacy issues. The organization also has supported the new readers' movement by providing resources to help new adult learners secure money or support to attend national meetings.

When it comes to advocacy, Cal Lit prefers to work with other literacy organizations rather than recommend a unique agenda. Cal Lit and LVA-California appear to have developed a good working relationship; although they disagree from time to time, they agree enough on major issues that the two groups have seriously considered merging their statewide operations, becoming a single member of both national organizations. Cal Lit reportedly has worked fairly smoothly with the state department of education, but it has not been able to work easily with the Immigration Reform and Control Act (IRCA), JTPA, JOBS, or, on a consistent basis, with the community college-based ABE system. For IRCA, the ongoing problem is that state regulations require local providers of IRCA services to post a large performance bond that guarantees their participants will reach agreed-upon objectives, but most local councils do not have enough funds to back up such bonds. Within the community colleges, Cal Lit frequently encounters attitudes that the education professionals "can't conceive of a role for volunteers." That is, some community college ABE staff believe that well-meaning volunteers may have a role working with beginning readers, but they should not be involved directly in teaching more advanced students. While not true of all community colleges--some local councils have developed good working relationships--the problem is reportedly fairly common.

Services to Local Councils. Most of Cal Lit's efforts are targeted to supporting its member councils. These services involve consulting, training, communications, and educational materials. Each of these areas is discussed in this section; special programs are discussed in the following section.

Cal Lit continues to see a major priority in helping local organizations establish and maintain local literacy programs. The executive director pointed out that 11 counties (of 58) still have no publicly funded literacy programs, and significant proportions of the state's citizens effectively have no access to assistance because of the large distances involved. Two full-time staff members are involved in field development activities. Cal Lit will work with local community groups or individuals to help start a local organization; it provides training in how to recruit volunteers and students and how to organize boards of directors and to manage volunteers. Cal Lit provides consulting services to operating councils as well. For example, for the Glendale YWCA Literacy Council, Cal Lit provided technical support and legal expertise when that local council felt it was being submerged within the YWCA. Formal program evaluation by local councils has not been stressed by Cal Lit; the state organization has chosen to concentrate on starting new programs and assisting established programs with public relations, fund raising, management, and training issues.

Cal Lit's training activities are extensive. According to its 1991 training report (covering July 1990 through June 1991), Cal Lit offered three tutor trainer workshops, five regional mini-conferences, the statewide literacy conference, and a conference for community-based organizations in the Los Angeles area. During 1990, Cal Lit reported LLA had certified 17 literacy tutor trainers, three literacy supervising tutor trainers, 12 ESOL (English for Speakers of Other Languages) tutor trainers, and three ESOL supervising tutor trainers. Cal Lit initiated a new annual series of training institutes, covering management topics primarily, and it steered local board members and managers to relevant, specialized training opportunities. For example, it sponsored participation in a fundraising workshop series for two board members of the Glendale YWCA Literacy Council. The annual California Literacy Conference is the largest single training event sponsored by Cal Lit. The 1991 conference in Culver City featured almost 100 sessions on about 60 topics along with awards luncheons, a motivational keynote address, a mobile reading and language computer lab for trying out new materials, and a commercial exhibitors' display area. This Cal Lit conference was endorsed by the California Library Literacy Campaign, the California State Department of Education, the Correctional Educational Association, Literacy Volunteers of America-California, and the Los Angeles Times Learning Center.

Parallel to emphasizing training, Cal Lit has stressed to the local councils the need for enhancing volunteer motivation and support. The state organization has compiled a list of 99 ways to show appreciation, but Cal Lit believes the most important support is proper training at the outset. Poor training will lead to poor results and a concomitant sense of failure, which must be avoided if the volunteer is to stay motivated and involved.

Keeping local councils in touch with state and national activities as well as events in neighboring communities is regarded as an important function. In addition to the annual conference and similar significant events, Cal Lit develops, prints, and disseminates two newsletters. *Literacy Lights* is distributed quarterly, and *Update* is sent out eight times a year.

Cal Lit is the major conduit for New Readers Press materials ordered by the local councils. In addition, the organization has developed a compendium of other materials. For example, Cal Lit prepared a 32-page annotated bibliography of ESOL visual aids, audio aids, and dictionaries in 1991. This was developed in response to a 1989 survey of tutors and trainers, who indicated a need for more information about ESOL resources.

Special Programs and Services. Cal Lit is implementing special programs in correctional institutions and in individual businesses to address problems of illiteracy. The organization works with the Corrections Educational Association. Almost every prison and youth corrections facility provides some training. Cal Lit provides training for local volunteers for those programs, and makes other support available, such as sessions at the biennial literacy conference.

Cal Lit has made an even more significant effort toward workplace literacy. The workforce literacy field staff responds to individual businesses that recognize that some of their workers can benefit from literacy training. When an interested business calls, Cal Lit works with it to assess specific training needs and make plans to implement them. It usually takes about two months to establish the program, including developing job-specific curricula, training the trainers and tutors, and working out scheduling and other administrative issues. Cal Lit supplies the trainers and/or tutors through a contract with the business, or it trains trainers within the company. As of October 1991, about 500 students were involved in workplace literacy programs facilitated by Cal Lit; the workforce literacy field director expects about 1,500 students to be involved by the end of 1992.

Conclusions

California Literacy, Inc. has established itself over its 35 years of service to the cause of promoting literacy. That substantial numbers of people in the state still do not have access to literacy services in California is an important reminder of the magnitude of the problem of illiteracy. Cal Lit recognizes it cannot hope to solve the problems by itself without working with other not-for-profit organizations, educational institutions, and government agencies. Further, those groups need their own sources of support to enable them to do their parts. The executive director suggested within this context that the federal government could take a more active role without necessarily increasing financial support. This would involve government recognition that community-based organizations may have effective programs that warrant support as much as some of the programs offered through traditional educational institutions.

Case Study of a Local LLA Program: Glendale YWCA Literacy Council
Glendale, California

Organization

Background. The Glendale YWCA Literacy Council is affiliated with California Literacy, Inc. (Cal Lit) at the state level and Laubach Literacy Action (LLA) at the national level. The program serves over 250 adult learners, helping most of them learn English. Glendale, California, is a city of about 160,000 located at the edge of the San Gabriel mountains. The economy is driven by service industries, including banking and insurance, and its proximity to other population centers in the Los Angeles basin makes it an attractive place to live for people who commute to work. Other communities in the immediate area include Burbank and Pasadena.

In recent years, Glendale and the surrounding communities have been transformed from traditional small American towns to multi-ethnic urban centers. The past decade has seen waves of Hispanics, Southeast Asians, Iranians, and most recently Armenians moving into neighborhoods in the city. Yet, despite this influx and the addition of new high-rises throughout downtown, Glendale retains its small-town feel and a strong sense of community.

The Glendale program was established in 1973 when the YWCA contacted Cal Lit, the state's LLA organization. Cal Lit provided a trainer and scheduled a tutor training workshop. Twelve volunteers received tutor training that year and began to work with recent immigrant students in the community. To obtain organizational support, the Glendale program joined the San Gabriel Literacy Council, which was an affiliate member of Cal Lit. Following a few years of growth, the Glendale program became large enough to see benefits from starting its own council. With Cal Lit's assistance, the Glendale program became the Glendale YWCA Literacy Council.

In 1976, a basic literacy component was added to the program. This component grew slowly but steadily until 1987, when the state awarded a five-year library literacy grant to the Glendale public library. This enabled the library to reach out and provide instruction to many of the basic literacy students who would have been served in the past by the Glendale YWCA program. It was noted, however, that the library program may be phased out because the city has not yet provided funds to keep it in operation following the end of the state's five-year commitment. Thus, the Glendale YWCA program expects to shift back to a more even balance between basic literacy and ESL students in the next few years.

The YWCA itself posed a challenge to the Glendale YWCA Literacy Council. In 1991, the YWCA sought to bring the program directly under its control. Under this move, the council's board of directors was to be disbanded, and the program would have reported directly to the YWCA director and board. The literacy council, after 17 years of working under one system, saw no reason for the change; the YWCA, which had been providing facilities and equipment, saw a program situated within its setting but operating independently. With the help of Cal Lit, the situation was resolved, with the Glendale program retaining its board of directors, although renamed as a committee, and the YWCA gaining greater authority to monitor the literacy group's financial affairs.

Most of the program's services are directed to ESL students. Of the 257 adult learners served from July 1, 1990 to June 30, 1991, 225 were ESL students. Most of the ESL students receive services via small-group instruction, while nearly all basic literacy students are provided one-on-one tutoring.

The Glendale program operates out of a few small rooms on the second floor of the Glendale YWCA. Those rooms serve as the administrative center for services delivered in four centers in the surrounding community as well as in other locations, including the YWCA, for tutorial sessions. The four centers include three churches and an elementary school. The centers are generally used two days a week (for example, Tuesday and Thursday mornings) for small-group ESL instruction. While the churches are open to all adult learners regardless of their religious affiliation, the school site is available only for adults with children in that school. Since the school is located within an area inhabited by many recent immigrants, this restriction does not appear to limit the scope of the program.

The most significant limits on the program at the centers are space and the amounts of time the space is available. Each of the four centers operates at or beyond its capacity. For example, the center at the elementary school had six or seven separate ESL sections taking place at the same time in the same room (the cafeteria). Even though the sections were at different proficiency levels and the participants in each group seemed able to tune out the other sections, there was an ongoing buzz of talk punctuated regularly by laughter from each group. The groups ranged in size from two or three beginning students working with new tutors to assemblies of nearly a dozen more advanced adult learners working with more experienced tutors. One section at one of the church centers had close to 20 students in attendance.

A major reason for the large numbers of students concentrated in the centers is that the centers are available for limited periods of time. The elementary school center meets in the cafeteria of a large and crowded school, with students eating in shifts beginning around 11:00 and not ending for more than two hours. Counting lunch set-up and clean-up and free/reduced breakfast usage as well, there is only a narrow window within which the literacy center can operate. The churches, too, have multiple demands upon their all-purpose meeting spaces, so those centers also have restricted operating hours.

Another factor limiting the number of participants in the centers is that they operate during the day when many of the immigrants are working. All but a handful of the center students are women who do not work outside the home. Interestingly, the elementary school center serves several women who actually work in the school's lunch program and who are permitted a long break to participate in the ESL program.

In the past year, the program also has attempted to promote the use of computer-assisted instruction (CAI) for both basic literacy and ESL students, particularly students whose progress seems to have reached a plateau. The software being used emphasizes reading and spelling and provides feedback after each student action. This service is currently only available for sessions held at the YWCA.

Staffing Pattern. This program is managed and operated by volunteers. The only paid staff are part-time for clerical assistance. Further, paid employees of the YWCA provide some services to the literacy council for accounting and receptionist functions. All other functions are performed by volunteers.

The program draws heavily upon several committed volunteers. For example, the president who served for the past four years was retired and looking for meaningful volunteer work. The current co-chairs have both been active on a nearly full-time basis for several years. In fact, one of them has been devoting many hours a week since the early 1970s to program management and training as well as tutoring. Because the program has a core of volunteers who serve nearly full-time in the main office, most of the other volunteers do not need to take on management responsibilities.

The primary functions the co-chairs perform include recruiting, arranging and conducting training; arranging for instructional space; matching students and tutors; and maintaining organizational continuity with the YWCA and Cal Lit. Their duties also include managing the library, ordering new materials, and maintaining a

rapidly expanding database on tutors and students. They also publish a newsletter six times a year, with help from several other committee members. One of the co-chairs is a certified tutor trainer for both ESL and basic literacy.

At the end of June 1991, the program counted 67 active tutors and five non-tutoring volunteers. In addition to managing the office, the other major function performed by the non-tutoring volunteers was serving on the Literacy Committee, which includes 14 volunteers, one of whom is a new learner. Four of the tutors also have additional responsibilities as "center directors" for each of the training centers used by the program.

Funding. The program operates on an annual cash budget of about $18,000. This is supplemented by in-kind support from the YWCA in the form of office space and clerical support and by the churches and the elementary school that provide space for instruction. The major sources of financial support from July 1, 1990, through June 30, 1991, were as follows:

State ABE grant	$8,100
Dues and donations	3,000
Book and material sales to tutors	2,200
Civic groups	1,550
Workshop fees	600
Amount brought forward	2,700

The state Adult Basic Education grant was new as of the previous fiscal year. The state awards these grants competitively, with the amounts dependent upon the number of students being served and the amount of instructional time. The grant funds can be used for materials, equipment, training, and other related purposes. For example, during the past year, the grant funds were spent on materials for new readers and tutors, computer hardware and educational software, and travel expenses to the annual Cal Lit-sponsored state conference.

Dues and donations came primarily from active volunteers with a small amount donated by students. There is no requirement for either volunteers or students to contribute on an ongoing basis, although new tutor trainees must pay a $25 registration fee for the training. If the tutor works with the assigned student for six months, $20 of that fee can be refunded. The refund provision is a recent step designed to reward those who stay with the program and who have benefited from training estimated by the program to be worth over $100. In a few instances, newly trained tutors left the program immediately to earn $35 per hour doing private ESL tutoring.

Civic group contributions come primarily from Rotary and Altrusa clubs. No direct assistance comes from United Way, although the YWCA receives United Way funds, and the YWCA provides facilities and support to the program.

In terms of its own fundraising, in September 1991 the literacy council sponsored a fashion show featuring several of its volunteers and students. The fashion show was supported by a major regional shopping mall and raised over $1,000. For the current year, the program plans to raise additional funds on its own while maintaining about the same level of support from the other sources.

Expenditures for the past year primarily went for instructional materials, computers, and volunteer support services, such as the annual volunteer recognition luncheon. Expenditures for the past fiscal year were as follows:

Book purchases	$5,600
Computers, etc.	3,500
Volunteer support	2,400
Supplies, postage, etc.	1,100
Newsletter	500
Miscellaneous	300
Dues	100
Funds carried forward	4,700

Plans for the current fiscal year are fairly similar, although expenditures for computers and related materials are expected to be smaller.

Coordination. In the communities served by the Glendale YWCA Literacy Council, there are several state or local government programs as well as a few other private programs that provide basic literacy or ESL services to adult learners. Most of these programs belong to the Glendale Literacy Coalition, an umbrella group designed to promote public awareness of the problems of illiteracy and of the programs available to address those problems. The most important coalition members in terms of numbers served are the Glendale YWCA Literacy Council, the Adult Basic Education programs in basic reading and ESL at the local community colleges, and the library-based basic reading program available through the Glendale library system.

The community college programs serve thousands of adult basic education students throughout the state. Classes are inexpensive, and the campuses are generally accessible to a large proportion of the population. The program, especially in basic reading, is geared toward students with sufficiently high reading levels to work toward the GED certificate. Instruction tends to be in classroom settings for basic reading and ESL, with groups of 20 or more quite common. The Glendale YWCA program refers students to the ABE classes when their skill levels appear high enough for them to benefit from the instruction. There is no other direct connection between the two; each operates within its own priorities, with the two complementing each other.

The library literacy program does not provide ESL instruction, focusing only on basic reading. As a result, the Glendale YWCA program has concentrated on ESL in recent years, referring most new basic literacy students to the library. At the same time, the Glendale YWCA program has maintained some basic literacy students, either because they have been with the program since before the start of the library literacy project, or because individual tutors affiliated with the Glendale program prefer to work with basic literacy rather than ESL students. Maintaining its basic literacy component is also likely to prove beneficial to the YWCA program in the future because the library literacy program was funded for only five years by the state and may end in 1993. Many students now served by the library are likely to approach the Glendale YWCA program for basic literacy instruction. In addition, some of the library's tutors, many of whom were trained through the YWCA or other area Laubach programs, may also join forces with the YWCA program. At the current time, however, the two programs co-exist in the community, each having its own target population and each unable to meet the needs of all those who seek literacy education.

The YWCA program is also involved with the ABE program at the state level. The ABE grant (from funds provided under California's "Assembly Bill 321" program) that the program won involves reporting obligations to the state. Because of ambiguities in the reporting instructions, coupled with the program's lack of familiarity in working with government grants, the program has been in frequent touch with its program officer in Sacramento.

One particularly significant area of coordination with ABE is a direct result of the state ABE grant: involvement with the Outreach and Technical Assistance Network (OTAN). OTAN was created by the Adult Education Unit, Division of Youth, Adult, and Alternative Education Services, California Department of Education, to provide support, training, and information to recipients of "Assembly Bill 321" grants. Services are provided

throughout the state, with the center closest to Glendale located a few miles away in La Puente. Glendale's program has participated in several ESL-related training sessions and is configuring one of its computers with a modem and appropriate software to take advantage of OTAN's electronic bulletin boards and information services. OTAN also stocks a library of materials on assessment and instruction at each of its 11 centers.

Levels of coordination are high with the national Laubach organization and Cal Lit. Cal Lit has had a major role in helping initiate the local program and supporting it as it has grown and changed. The local program has had a role within Cal Lit as well. Both the former president of the Glendale YWCA program and one of the current co-chairs are on the Cal Lit board of directors.

Cal Lit sets its own reporting requirements for local councils, which are somewhat more detailed than those of the national organization. It also provides training throughout the state on numerous topics in addition to tutor training. For example, Cal Lit sent two members of the Glendale program's board to a series of fund-raising seminars. In addition, the trainer attended a special workshop on training styles. In September 1991, Cal Lit sponsored its annual state conference in Culver City, California. The conference featured workshops on such topics as new reader issues, ESL students, workplace literacy, and fund-raising and community outreach, as well as exhibits and networking opportunities. Several members of the Glendale committee, some of the tutors, and a few new learners attended the conference--borrowing a van from the YWCA to save money and ease the transportation problems faced by some of the older volunteers. Probably the most significant action of Cal Lit in recent years was in working with the program during the period when the YWCA was trying to subsume the program within its control; Cal Lit not only supported the local council but also ensured that other resources, including legal assistance, were available if needed.

Relationships with the national organization are more limited, primarily because of the distances involved and because the resources available to the program from Cal Lit meet most of the local program's needs. Individuals from Glendale regularly attend the national conferences and have sent students to the New Learners' Congress, the most recent of which was in Washington, D.C. They also have had some direct contact with the national organization concerning revisions to its ESL training workshop and associated videotapes, with the intent of improving the materials based on their experiences.

Recordkeeping. This program is responsible for reporting to four primary entities: the state ABE program, Cal Lit (and LLA at the national level), the YWCA, and itself. Although the data needs of each overlap somewhat, each also has distinct needs that have been incorporated into local data collection and reporting activities.

For the state ABE program, the Glendale program is responsible for tracking and reporting the number of volunteers and their instructional and non-tutoring service hours, and for testing their students and reporting the results. The council has developed a "monthly volunteer report" that requests information from the tutors about their activities and those of their assigned students. The form provides fields for recording basic demographic and locator data, volunteer hours spent per month in tutoring and for other volunteer activities, demographics for each student, monthly instructional hours, and, if no longer active, the reason for the student's inactivity. In addition, the program was responsible last year for pre- and posttesting a sample of its basic literacy and ESL students using the California Adult Student Assessment System (CASAS) and reporting those results. CASAS testing in the YWCA program is not required this year by the state, primarily because CASAS is designed to assess programs that provide many more hours of instruction between pre- and posttesting than are provided via the typical volunteer literacy program, such as the one at the Glendale YWCA. Finally, the program is required to track and report grant-related expenditures.

Cal Lit requires annual data collection about students, volunteers, training, program activities, and funding. For students, information is required on their numbers by age category, gender, years of prior formal education, race/ethnicity, and employment status. In addition, Cal Lit requests information on the reasons for student terminations, the number referred to other programs, the number of "special category" students (e.g., military, deaf, learning disabled, etc.), and program staff perceptions of the relative importance of 12 separate recruitment techniques. Volunteer information requested includes numbers of volunteers by role, age, gender, years of prior formal education, race/ethnicity, employment status, and the number of hours of tutoring and of other activities. In a related vein, the program provides Cal Lit with the number of ESL and basic literacy training workshops held during the year, the number of ESL and basic literacy tutors trained, information on the match status of those trainees, an updated list of all volunteer names and addresses, and a list of all trainers. In terms of program activities, Cal Lit's "Annual Council Report" asks about type of instruction (e.g., tutoring, small group), number of paid staff, whether reading materials are being developed, how often newsletters are produced for new readers, student libraries, workplace literacy, and coordination with other organizations. Funding information consists of the sources and amounts of support.

The YWCA's requirements are more straightforward. Under the new arrangement worked out with the YWCA, the literacy council is responsible for maintaining detailed information on income and expenditures in terms of categories that are compatible with the Y's chart of accounts.

For its own purposes, the program has found most of the information cited above to be useful, either at the program or individual tutor level. For example, although the program as a whole does not use the information obtained through CASAS, some of the tutors use that test information about their own students when planning their sessions. The council also keeps records of library usage and requests.

In the past year, the Glendale program has committed substantial resources to putting its data on computer to help meet its various reporting requirements. This has become one of the major roles of the previous president. He has supervised development of a database system comprised of several linkable files. The system, for example, allows program managers to select and manage such specific sets of records as all Hispanic students, all male volunteers, or all Hispanic students of male volunteers. The database entry system was still being developed at the time of the visit, but when it is complete, meeting the reporting requirements of the state ABE system, Cal Lit, and the YWCA should require much less time and effort.

Students

Characteristics. During the past year, the Glendale YWCA Literacy Council provided services to 257 students. Of these, 225 were ESL students, and the remaining 32 received basic literacy instruction. Most of the ESL students participated in small-group instruction in one of the program's four centers, and most basic literacy students were in tutorials in homes, libraries, and the YWCA.

Most (79 percent) of the students are female, and 79 percent are Caucasian (mostly Armenian or Iranian). Nineteen percent are Hispanic, with the other two percent being either Asian or black. Seventy-one percent are not employed, four percent are retired, and 25 percent are currently employed. In terms of years of prior schooling, three percent had no previous education, 28 percent had eight years or less, 61 percent had 12 years or less, and 10 percent had at least some college or technical training beyond grade 12. The following table provides information on the ages of ESL and basic literacy students.

AGE	PERCENTAGE OF STUDENTS ESL	LITERACY
16 - 19	1	0
20 - 29	14	25
30 - 39	25	44
40 - 49	22	19
50 - 65	30	13
Over 65	8	6
Unknown	0	3

The characteristics provide a picture of a group of older women, with a moderate level of education, who do not work outside the home, and who participate in ESL classes rather than basic literacy. This fits with the nature of the program's services, with the majority of offerings involving day-time small group instruction in ESL. Other individuals, particularly male immigrants, are unable to meet the time schedules of the program, so they take their ESL instruction in the evening at the community college. The community college is located in an affluent part of the city, far away from the downtown area where most potential ESL students live. Further, the community college's classes are large, and the students have to pay for them. These factors make the YWCA program the more attractive alternative.

Recruitment. This program does not recruit students actively. Students enroll by word of mouth; one of the co-chairs rated other students, relatives, and friends as the most important sources of referrals to the program. These sources were followed in importance by businesses, television, radio, and literacy group members, all of which were accorded roughly equal levels of importance. Less important were newspapers, schools, or health or welfare agencies. For the immigrants in Glendale and surrounding communities, the Glendale YWCA appears to be recognized as the place to go to learn English. Indeed, so many have applied that the program reportedly has a backlog of about 1,000 people who would probably enroll if the program had the resources.

To be eligible to be served, the prospective student has to register at the YWCA in person. At that point, services are largely determined on first come, first served basis. The problem is not one of finding students willing to take the class; the problem is finding additional ESL volunteers to take new groups or existing volunteers who would be willing to add just one more student.

The program receives a few referrals of ESL students and others from other agencies, particularly the Department of Social Services, community colleges, and the library literacy program. The YWCA program, in return, refers basic literacy students to the library and advanced ABE or ESL students to the community colleges.

Services. The program focuses on ESL instruction in small group settings, although the definition of "small" has been stretched substantially by some of the volunteer tutors. Groups were observed that ranged in size from 3 to about 20, although the latter was an exception. The classes observed took place twice a week for an hour to an hour and a half per session, with instruction generally using Laubach materials and techniques. In the observed groups, students were grouped by English proficiency level, and it was the higher-level groups that tended to be larger. The groups worked hard, with the conversations punctuated frequently by bursts of shared laughter. Since many of the centers had multiple groups meeting at the same time and often within the same large open space, the constant noise was one of the most notable characteristics, but the students and instructors were not distracted because they were intent on their own group's work.

Although many of the basic literacy tutorials are reported to follow the Laubach methods and materials quite closely, in several cases the tutors were trying very different approaches depending on the types of problems faced by their students and their individual goals. For example, one tutor who had been about ready to give up on trying to help a married couple, both of whom are mentally retarded, agreed to try computer-assisted instruction (CAI) with them over the past year. The self-paced nature of the instruction, the built-in visual and aural rewards and feedback, the "game" aspects of the software, and the fact that both students can work together supported and assisted by the tutor have seemed to make a substantial difference in the students' progress, according to the tutor. In another case, CAI was used to vary the instruction with one male student who appeared to become easily bored when a single method was used frequently. In a third example, the tutor and student focused as much on pronunciation and spelling as on reading and writing skills, because the student wanted to be able to succeed in business settings. The sessions with basic literacy students took place twice a week for an hour to an hour and a half; homework was almost always assigned, requiring several more hours per week for each student.

The YWCA program is not actively involved in other areas, such as workplace literacy, corrections programs, JOBS or JTPA programs, or other similar programs. There has been some initial involvement with a family literacy program tied to Head Start. In addition, the YWCA program has served several individuals referred by hospitals and human service agencies who have emotional disabilities or histories of substance abuse.

Volunteers

Characteristics. The program counted 72 active volunteers at the end of the prior fiscal year. Most of these were active tutors; 39 taught ESL, 16 taught basic literacy, and 12 taught both. Five volunteers were engaged only in non-tutoring activities, and many of the active tutors were also engaged in non-tutoring activities. The tutor roster included over 100 individuals who are not currently active; they are maintained on the roster, however, until they indicate they are no longer interested. The remainder of this section describes only the 72 active volunteers.

The group is largely female (85 percent) and Caucasian (96 percent). As a group, the volunteers are well-educated: 82 percent have completed some college and 4 percent have attended technical schools, while 14 percent have completed 12 or fewer years of formal education. They are concentrated among older age categories:

AGE	PERCENTAGE
19 and under	0%
20 - 29	4
30 - 39	11
40 - 49	10
50 - 65	27
Over 65	48

Regarding their employment status, more than half (54 percent) are retired, while 35 percent are currently employed, and 11 percent are not employed. The program staff indicated that in recent years they have begun to see a few more young professionals who are interested in "giving something back" to their communities, but these people are few in comparison to the retired individuals whose time is more flexible. In large measure, the program's operation primarily during the daytime precludes many employed people from participating, especially when considered along with the existence of the library literacy project, which provides many of its tutoring services in the evening when the younger, employed volunteers can be available.

Recruitment. The program works hard to recruit each new volunteer using several different methods. Cal Lit provides a brokerage service throughout the state for potential volunteers. Connections are made

as a result of its public awareness activities (including being a designated charity for the Los Angeles marathon) or those of national projects such as Project PLUS. Referrals come from other agencies and programs that are part of the Glendale Literacy Coalition. For example, in September 1991, the Glendale Literacy Coalition and the Glendale city council recognized International Literacy Month at the city hall, an event receiving media coverage.

More directly, the YWCA program relies on its own public awareness and publicity campaigns, which include mailings and local newspaper releases. The program provides posters and displays in libraries; it also places announcements in the YWCA's schedule booklets and promotes word-of-mouth recruitment by other volunteers. Special events, such as the fashion show at a nearby regional shopping mall, are used to promote awareness and attract interest, as well as for fund-raising. For the start of the new program year in September 1991, 26 new volunteers had been recruited for tutor training.

Incoming Qualifications. The program does not impose background requirements on its volunteer tutors in terms of previous experience, training, or education level. The only requirements are the ability to read and write well enough to help someone else and the commitment to do so. Potential ESL tutors are not required to have completed Laubach basic literacy training prior to taking ESL tutor training. No distinction is drawn between tutoring and non-tutoring volunteers in terms of their qualifications.

To help prospective tutors decide whether working with ESL students is for them, the program has developed a brief "job description" for volunteer tutors. The description points out that the volunteer is expected to be dependable and prompt, interested in others and able to relate to adult learners, respectful of confidentiality, flexible, friendly, patient and optimistic. A sense of humor is helpful.

Training. During the prior fiscal year, the YWCA program conducted three ESL training sessions and referred five volunteers to a library basic literacy workshop. Of the latter training, only one tutor was placed with a student. Twenty-six tutors graduated from the ESL workshops. Five began working another program, and of the remaining 21, 18 began tutoring. The others proved to be too difficult to place because of time availability, decided tutoring was not for them, or became paid ESL tutors. Program staff had no direct information about them.

To minimize attrition of newly trained tutors, the program has implemented two practices. First, prior to training, the program encourages potential volunteers to attend an orientation session to find out more about

the program. The orientation is designed to inform the potential volunteers that this effort needs a strong commitment by the tutors. Second, the program offers a small incentive: for new tutors who stay with their student(s) for at least six months, $20 of the $25 registration fee will be refunded.

Training generally occurs on four successive Saturdays, from 9:00 a.m. to 1:00 p.m., for a total of 16 hours of training and related activities, including matching. Training is done by the program's one certified tutor trainer (who is certified for both basic literacy and ESL). Although the focus is on using Laubach materials, the training sessions also encourage identification of the students' interests so that materials and instruction can be targeted toward their goals within the context of effective literacy or ESL instruction. The training utilizes videos and other tools developed and recently updated by the LLA national office.

Matching Tutors and Students. Preliminary information is collected about tutors and students upon registration regarding the center locations and schedules most convenient for them. In addition, ESL students are observed and screened during their initial interview to get a sense of their levels of English proficiency. It is on these bases that most of the small-group ESL matches are made: a location is set for mutual convenience, and students are grouped with a tutor by current English proficiency level.

Matching for basic literacy instruction operates slightly differently from the ESL match. Although times and places are important criteria, the matching process attempts to incorporate the tutor's preferences about the characteristics of the student. Interestingly, the co-chair in charge of matching for the YWCA program has also performed that role for the library literacy project.

Newly trained tutors are informed about their matches during the third week of training and are asked to contact their students at this time. If problems emerge from that contact (or if it is not possible to contact the student), these situations are resolved at the final training session. Once instruction begins, some matches inevitably do not "take," resulting in the student and/or tutor requesting a new match. The program staff expect that these problems will be brought to their attention, and no special monitoring of new matches is conducted on a routine basis.

Issues of Motivation

During the previous fiscal year, the program's volunteers donated 4,790 hours of tutoring and 5,820 hours in planning and preparation, management, meetings, and other activities necessary to implement the program. These 10,610 hours constitute donated time equivalent to more than five full-time staff. At the same time, the program's managers indicated that about 50 percent of their volunteers leave each year. Thus, issues about how a program can motivate volunteer workers to devote substantial amounts of time and to stay with the program are of major interest to the Glendale program.

Requirements. The requirements for tutors are related directly to their commitment to the adult learners. The most significant commitments are in the form of time. Tutors undergo a total of 16 training hours over four Saturdays. They are expected to meet with their students twice a week for at least 1-1/2 hours each session. Almost as much time is spent preparing lesson plans, completing records, and commuting. This leads to a commitment of about six hours each week. Tutors are expected to make this weekly commitment for a minimum of six months. Tutors are also expected to submit monthly hours reports and keep records of student progress. This includes assessing their students when required by the state ABE program.

Volunteer tutors are expected to meet these requirements in a professional manner, as stated in the ESL Volunteer Tutor Job Description:

- Meet regularly and punctually with your student(s);
- Be well-prepared for each lesson, and give the students lessons designed for him or her as an individual;
- Review and reinforce regularly. Praise often;
- Keep records of student's progress;
- Turn in your monthly hours report on time; and
- Be both tutor and friend.

Support and Motivation. According to the program managers, personal contact with the tutors and other volunteers is the crucial element in maintaining their interest and involvement. They pointed out that

tutoring can be a lonely avocation without contact with others engaged in the same activity. Voluntary tutoring can be a very frustrating job because many students, they noted particularly the basic literacy students, will drop out when they have reached one immediate goal. It is even more discouraging to have a student drop out for no apparent reason at all. Students may fail to call when they cannot come to a session, they sometimes fail to do their homework, or they want to talk about personal problems rather than focus on studies. While the motivation and ability levels of ESL students may be higher, tutors face many of the same problems of student retention and responsibility, plus the pressure to take "just one more." Thus, personal tutor support is regarded as critical.

The program facilitates personal contact with the tutors through several activities. First, the program provides services to tutors out of its main office, so tutors are encouraged to come in. For example, the program stores its instructional materials at the YWCA office, so tutors must come to the office to pick up materials or order others. The computers used for instruction are housed at the YWCA for use by tutors and their students.

Second, the program sponsors several events during the year that bring tutors together. These activities include an annual holiday party, a tutor recognition party, and a YWCA-sponsored volunteer recognition event to award years-of-service pins to volunteers serving in all YWCA programs. Training events and conferences are open to all tutors. Tutors are informed about them and encouraged to participate, with fees covered largely by California's Assembly Bill grant for ABE. The program honors a Tutor of the Year at a special ceremony and features a tutor in each of its bimonthly newsletters. The program also awards Laubach "Senior Tutor" and "Master Tutor" certificates based on duration of service.

In addition to these activities to enhance personal contact with the tutors, the program sends the newsletter to each volunteer as well as other materials that may be of interest to the volunteer. The orientation session that is recommended for all prospective tutors is designed to provide an important initial personal contact. Finally, program staff believe that the use of tools such as the job description for tutors, which stresses both the responsibilities and the rewards of this work, is helpful.

Issues in Assessing Progress and Attrition

It is not clear how many students achieve their individual goals or advance from level to level in Laubach materials. These data have not been collected systematically enough in past years to enable such conclusions. Further, CASAS testing has only been used for a short period of time and is not required this year. Thus, test results are not readily available for most students and, as discussed earlier, CASAS may not be particularly sensitive to the levels of growth achieved in this type of program.

In the report to Cal Lit for the past fiscal year, the Glendale program provided some information about the reasons students had left the program. Of 110 students who had left during the year, 10 percent reportedly had met their goals, 13 percent had moved or become otherwise inaccessible, and 77 percent had left for reasons unspecified in the database.

It is expected that more data will become available in the future on a much larger proportion of the students. The program now has the data management capabilities of handling test information and encourages tutors to test their students using CASAS as a diagnostic instrument in addition to end-of-book testing.

Case Study of a Local LLA Program: YMCA Operation Mainstream New Orleans, Louisiana

Organization

Background. Operation Mainstream is the YMCA of Greater New Orleans' adult literacy program. Affiliated with Laubach Literacy Action (LLA), the program is committed to teaching adults to read and write and to teach English to speakers of other languages. The program serves about 1,750 adult learners with about 1,400 volunteer tutors and 400 non-tutoring volunteers across 18 geographic areas in the 11 parishes in and around the city of New Orleans. Operation Mainstream provides an example of how volunteer services can be implemented in a major metropolitan area through decentralization and a small professional staff. The program was chosen by the President's Committee on Adult Education as a model program for the nation, and it has received awards of excellence from Laubach Literacy Action, Family Circle magazine, the International Reading Association, and others.

New Orleans has a large number of people who have not prospered with the city because they cannot read and write. In addition, many immigrants are attracted to New Orleans, but they often come with little or no proficiency in English. According to information available from Operation Mainstream, Louisiana has one of the highest rates of illiteracy in the country. In the New Orleans area itself, an estimated 200,000 individuals are reported to read below a fifth grade level.

Operation Mainstream was established in the late 1970s with a grant of about $25,000 to the Federation of Churches from the International Lutheran Youth. The program grew quickly at the outset to include about 40 volunteers. The growth could not be sustained, however, because no source of continuing funds had been developed from the initial grant. Also, the original program served only the churches affiliated with the federation. In 1981, the program was adopted by the YMCA. The Y hired a program manager, provided an annual appropriation for program operation, and offered the program to the whole community. At that point the program began to grow steadily through the mid-1980s.

Growth became particularly rapid in the mid-1980s when Operation Mainstream was selected as the primary community organization to be supported by New Orleans Public Service, Inc. (NOPSI), the local electric utility. NOPSI produced a series of televised public service announcements that stressed the seriousness of the

illiteracy problem in the metropolitan area and informed potential students and volunteers how to get involved. The number of people who called seeking help was so great that NOPSI had to develop a full-time response staff. The reaction from potential volunteers was somewhat slower to develop. To balance the numbers of potential students and volunteers, NOPSI discontinued the student recruitment advertisements and released more announcements geared toward potential volunteers. The program received a VISTA grant to support 15 full-time volunteers who immediately started working throughout the program's areas. VISTA discontinued involvement in 1986.

Since the sharp upturn resulting from the NOPSI television campaign, Operation Mainstream has maintained steady growth of students and tutors. NOPSI has continued to provide support, and the program has benefited from tie-ins to other community organizations and programs. Operation Mainstream is now treated as a major component of the YMCA system, i.e., as a "branch" not as a subordinate program.

Scope of Services. Operation Mainstream provides basic literacy, ESL, workplace literacy, and pre-GED instruction to about 1,750 adult learners in the greater New Orleans area. The adult learners include JTPA participants, individuals in corrections institutions, and many others throughout the region. The instruction occurs at sites scattered around the city and occurs primarily through one-on-one tutorials and small groups taught by volunteers trained to use Laubach and other methods.

The program's central office is located on the second floor of a small office building on Canal Street, a few miles from downtown New Orleans. Operation Mainstream moved to this location in 1991 from an office within the downtown branch of the YMCA, where parking and access were difficult for many people. The new office space is used for management activities and meetings; space is too limited for tutoring or training. The office is open during regular business hours from Monday through Friday.

Most of the action for Operation Mainstream takes place in the 11 parishes that make up the program's service area. The 11 parishes are divided into 18 geographic areas, each of which is led by an area coordinator who is responsible for training, matching, and tutoring activities in the parish. Some local offices are open during evenings and weekends, depending on the decisions of the area coordinator and the demonstrated needs of the community. Some of the areas receive financial support from local governments that covers a small stipend for the area coordinator; when this occurs, the local government requests a progress report on program operations. Tutoring itself takes place in churches, libraries, schools, offices, community centers and other locations. Tutoring in the home occurs rarely and requires a release form signed by the tutor.

The program maintains a library for tutors and students, and provides for in-service training twice a year and other assistance to tutors as needed. Operation Mainstream carries out a variety of fund-raising activities, from book sales to fashion shows, grant writing, and other efforts.

Staffing Pattern. The program utilizes full-time and part-time paid staff and part-time office volunteers. The program's executive director serves in a full-time, paid position. The director reports to the YMCA president. Operation Mainstream's board of managers and the board of directors for the Greater New Orleans YMCA also receive reports from the executive director. The current director has held the position since 1981. She sees her main role as helping individuals achieve a better quality of life.

The activities of the executive director, as stated in the job description, are to result in:

- Increased numbers of educational and training programs;
- Increased levels of volunteer services;
- Improved public image;
- Increased levels of staff competency; and
- Increased amounts of financial resources.

The board of managers was initiated in 1990 when the YMCA upgraded Operation Mainstream's status from "program" to "branch." The branches are separate facilities containing several programs within the YMCA system. The branch board can take some independent action in advocating literacy priorities, developing marketing and communications strategies, raising finances and determining income needs, and evaluating overall effectiveness. A few of the 25 board members are tutors. The board's decisions are subject to review by the YMCA's board of directors, and the YMCA's board remains responsible for approving budgets and hiring the executive director. The Operation Mainstream board has been in existence only a short time, and the extent of its authority is still being defined.

The executive director is supported by other full-time paid staff. The operations director supervises all activities related to Operation Mainstream's office, including office personnel, data management, finances and special events. This director had managed the affairs of a family-owned business for many years and was attracted

by the NOPSI public service announcements. The director of training, who also occupies a full-time paid position, began working with Operation Mainstream as a tutor and area coordinator, advancing in 1986 to become a certified trainer. Her main duties are to ensure the quality of tutor training using Laubach and other pertinent materials. She also schedules training seminars, in-service, training, and supervision of coordinators. In addition to other functions, the executive director, operations director, and director of training are each assigned to provide support to the board of managers' standing committees.

Within the Canal Street office, the program employs several other full-time or part-time office personnel, including data managers/computer operators, receptionist/clerks, and secretaries. These roles are assisted by a large number of volunteers.

The key program role outside the central office is that of area coordinator. The individuals occupying those positions are responsible for the development and progress of the program in their geographic areas. Major activities of these part-time paid positions include the following:

- Recruiting volunteers and students;
- Establishing learning centers;
- Setting up tutor training sessions;
- Assessing new students;
- Matching tutors and students;
- Tutoring literacy and ESL students;
- Submitting monthly status and activity reports;
- Maintaining files for the area; and
- Organizing tutor and student support groups.

Traditionally, area coordinators have been recruited from among the most active and involved tutors in each area. According to central office personnel, the widely dispersed program cannot function effectively unless it can identify and retain skilled and involved individuals in the area coordinators' positions.

Funding. The program operated on a budget of about $340,000 in 1990-91, and the amount is expected to be slightly higher for this fiscal year. The United Way provides the largest single portion of the program's funding, between 45 and 50 percent in the past few years. United Way funds are channeled through the YMCA of greater New Orleans. The program is not restricted by United Way from seeking other resources.

JTPA provides about 16 percent of the financial resources, which makes it second in importance to United Way. Corporate grants provide 15 percent, and local governments supply about 7 percent. Private contributions total about 6 percent of all financial resources. NOPSI is one of the largest financial contributors. It also provides in-kind resources such as recruitment brochures, flyers, and posters. Other local contributors include oil companies, department stores, and other businesses and service organizations. The balance of income, 5 to 10 percent, comes from individual dues and fundraisers. For example, one individual anonymously paid for this year's volunteer recognition banquet. Although dues and fundraisers are sources of only a small percentage of funds, the absolute amount of around $12,000-15,000 would likely be considered a large sum by many other programs. The program requests a donation of $8 from each prospective tutor, but this is seen as a gesture of good faith on the part of the new volunteer rather than as a serious fundraising activity. The actual cost of training each new tutor is estimated by the program at about $115.

Operation Mainstream's fundraising activities are held throughout the year. One large annual event is a book sale held in October at a major regional shopping mall, accompanied by a benefit concert and daily entertainment. It usually raises about $10,000. In July 1991, the Association of Romance Writers of America held a convention in New Orleans. Forty percent of the proceeds from a book autograph and sales event tied to the convention went to Operation Mainstream. (Another 40 percent went to the LLA national office, and 20 percent went to Laubach Literacy of Canada.) In 1991, Operation Mainstream joined Literacy Volunteers of America and provided a Mardi Gras promotion featuring Garfield the Cat, local celebrities, and several elementary schools.

Most of the funds are expended for salaries and related expenses of central office personnel, curriculum materials, and special events.

Coordination. Operation Mainstream is actively involved with other organizations at the local, state, regional, and national levels. Locally, the program has coordinated its activities with other programs providing ESL instruction, ABE, libraries, the sheriff's office, and JTPA. ESL is not a major activity for Operation

Mainstream; in 1990-91 the program served about 430 ESL students. This relatively low proportion has resulted from the rise of immigrant/refugee resettlement groups that provide English language and "survival skills" instruction. These groups are supported by churches, community groups, and local government agencies, working in the neighborhoods where many of the non-English speakers, particularly those from Southeast Asia, have settled. The program continues to serve Spanish speakers.

The local libraries in New Orleans provide computer-based literacy training for adults functioning at about the sixth grade level or higher. Operation Mainstream refers students performing at those levels to the libraries, and the libraries refer basic literacy students to Operation Mainstream.

Operation Mainstream is working with a literacy program developed by the Sheriff's office and NOPSI (PALS Program) that takes place in local corrections institutions and also serves probationers. Operation mainstream provides tutors and materials.

At the local level, the Private Industry Council (PIC) is probably the single most important focus for coordination efforts. The PIC, through JTPA, provides about one-sixth of Operation Mainstream's annual funds in return for providing basic skills instruction to JTPA program participants who need to enhance their literacy skills in order to benefit from job training activities.

State-level coordination is somewhat more limited. Operation Mainstream has maintained an active presence, serving in the literacy task forces and in the State Coalition for Literacy.

While there is no Laubach state office in Louisiana, Laubach is active at the regional level. The South Central Regional Literacy conference is held every two years in Arkansas. Operation Mainstream has traditionally played a major role in these meetings, with program staff and volunteers attending and presenting sessions.

Nationally, Operation Mainstream personnel have taken active roles in LLA, including serving on its steering committee. Staff and volunteers are encouraged to attend the national bi-annual conference, and notices have appeared in the local newsletter announcing the next LLA conference to be held in Raleigh, North Carolina, in June 1992. The executive director, operations director, and director of training are making plans to attend. Several area coordinators and tutors have also expressed interest in attending.

Recordkeeping. Operation Mainstream is accountable to its board of managers and the YMCA board of directors for information about its operations. The program is also required to report to the PIC on JTPA-related activities, and to submit information annually to LLA. To help meet these reporting requirements, the program is currently implementing an expanded computer-based data management system. At the present time, substantial amounts of hand work are required to prepare information reports; most of this hand work will be eliminated through the new system.

For the board of managers and the YMCA board of directors, Operation Mainstream reports on students and volunteers. The report includes numbers of students and volunteers (active, inactive, terminated) and the number of matches made. The data are provided to the Operation Mainstream central office by the area coordinators on a monthly basis. The YMCA board of directors uses these data not only to maintain its own awareness of Operation Mainstream activities, but also to report to United Way. Reporting to the PIC involves information about numbers of eligible students.

Reporting to LLA follows the annual reporting forms developed by the national office. LLA annually requires data about students, volunteers, training, program activities, and funding. Information is required on the numbers of students by age category, gender, years of prior formal education, race/ethnicity, and employment status. In addition, LLA requests information on the reasons for student terminations, the number referred to other programs, the number of "special category" students (e.g., military, deaf, LD, etc.), and program staff perceptions of the relative importance of 12 separate recruitment techniques. Information requested on volunteers includes data regarding roles, age, gender, years of prior formal education, race/ethnicity, employment status, and the number of hours of tutoring and other activities. In a related effort, the program provides LLA with the number of ESL and basic literacy training workshops held during the year, the number of ESL and literacy tutors trained, information on the match status of those trainees, an updated list of names and addresses of volunteers, and a list of trainers. In terms of program activities, LLA requests information about types of instruction (e.g., tutoring, small group), number of paid staff, whether reading materials are being developed, how often newsletters are produced for new readers, student libraries, workplace literacy, and coordination with other organizations. Funding information consists of the sources and amounts of support.

Students

Operation Mainstream served about 1,750 students during 1990-91, an increase of around 200 over the previous year. While impressive, program staff expressed some disappointment that the number was not larger "since so many people here need help." The program had projected growth to about 2,000 students this year, but difficulties in recruiting and training additional tutors led to some restrictions on recruiting the additional students.

Characteristics. Of the 1,750 students served during 1990-91, 1,317 (75 percent) were basic literacy students, with the balance in ESL. In terms of other special programs, 60 students were engaged in corrections literacy programs, and 75 were in workplace literacy programs.

About 580 of Operation Mainstream's students were new during this year, and another 350 were on waiting lists. Males constitute the majority of literacy students, with 738 males compared to 579 females. For ESL, however, females are in the majority, 288 compared to 145. Most of the students (55 percent) are from urban areas, but 30 percent are from the suburbs, and 15 percent are from rural areas, suggesting the large size of the geographical area served by Operation Mainstream. Four hundred students were listed as unemployed.

Recruitment. As noted earlier, recruiting students has not been a problem. NOPSI public service announcements are the most visible recruitment tool. A few years have lapsed since the NOPSI announcements targeted to potential students were run regularly, but students continue to apply for services without the announcements. They hear about the program from friends, family, or co-workers. They may be referred by other agencies or programs, particularly JTPA.

Prospective students call either the Canal Street office or one of the area offices expressing a desire to enroll in the program. Operation Mainstream's receptionists give them an appointment for an interview and assessment.

The interviewer asks for basic locator information, educational background, employment status, how the applicant learned about the program, desired class times, and individual goals. The initial assessment generally is done by the area coordinator using the Wide Range Achievement Test (WRAT) or English as a Second Language Oral Assessment (ESLOA). A brief psychological instrument is sometimes also used. The choice of instruments

is left somewhat to the judgment of the area coordinator. For example, one area coordinator routinely checks for some of the more easily spotted signs of learning disabilities. In addition to the initial assessment, other testing is subsequently done by the tutor, as described later.

Services. Operation Mainstream is set up to provide literacy instruction primarily through one-on-one tutorials and ESL instruction usually in small group settings. Currently there are efforts to serve more basic literacy students. This effort involves shifting some of the tutors toward working with small groups, which is a technique still in a trial stage. At this time, about 575 students, including ESL and JTPA students, receive instruction in small groups. Some of the students receive pre-GED or GED-level services in a few of the outlying parishes that provide no other setting for that level of instruction. Operation Mainstream is exploring the possibility of wider implementation of workplace literacy and initiation of family literacy programs.

The program provides limited support services to students. The executive director and several of the area coordinators suggested that some of the tutors provided some services, particularly transportation. This practice is neither encouraged nor discouraged by program personnel.

Volunteers

Operation Mainstream's 1,785 volunteers perform numerous jobs in addition to tutoring, such as helping with the fundraising activities of the program, particularly the annual book fair. Tutoring is the primary role for 1,385 volunteers. Of these, 1,288 taught only literacy during 1990-91, 52 taught only ESL, and 45 taught both.

Characteristics. The volunteers working with Operation Mainstream range from retired people to college students and individuals new to the workforce, and from those who have never worked outside the home to those who have worked in professional jobs most of their adult lives. In short, according to program personnel, the volunteers reflect the characteristics of the people in the New Orleans metropolitan area. Recently, the program has been approached by many younger professional people who "wish to give something back" to the community. Program personnel view this as a favorable trend. Most of the volunteers, 1,146 out of 1,785 (64 percent), are females. Other demographic data are not available.

Recruitment. Public service announcements, newspaper interviews, and related materials (such as flyers and posters) developed by NOPSI are the primary tools for volunteer recruitment. The program seeks to achieve a balance between the numbers of tutors and students by varying its advertising mix to target one or the other group more intensively. Personnel at NOPSI who have helped with its public service campaign noted that it takes many more exposures to motivate volunteers than it takes for students.

Events such as the book fair also serve to recruit volunteers for Operation Mainstream, and program staff are available at those functions to talk with anyone who appears interested. The program also participates in all community activities to which it is invited, setting up a table and passing out its brochures.

Incoming Qualifications. Special qualifications are not required of new volunteers beyond the ability to read and the desire to help others. When new volunteers approach Operation Mainstream, they are asked to complete a personal data sheet that includes fields for personal locator information, demographics, employment status, and educational background. That information is not used to screen volunteers, although it may be used in matching tutors with students. The form also requests information about prior teaching or volunteer experience, how the volunteer learned about the program, and tutoring preferences in terms of times and locations.

No special qualifications are required for those working with most special populations. The only exception is that ESL tutors undergo six additional hours of training after the 12 hours of literacy training.

About 90 percent of those who submit their personal data sheets and pay the $8 donation for literacy training actually complete the training seminars and are placed with students. Program personnel indicated that many of those who choose not to tutor assume other volunteer roles, such as serving as members of the speaker's bureau, participating in office work, the book fair, or other projects.

Training. Laubach training methods are followed fairly closely. Program staff have confidence in the methods because the staff members themselves have had success using them to tutor new learners, and they are confident that others can do the same.

Training seminars are normally held on a Friday evening and continue all day Saturday, for a total of 12 hours for basic literacy instruction. Recently, the program also has been offering the option of taking the

seminar on four successive evenings or days. Six additional hours are required for ESL tutoring. The program seeks to provide training seminars throughout the metropolitan area to make it as easy as possible for volunteers to attend. For example, the fall 1991 workshop schedule listed seminars in the towns of Covington, La Place, Slidell, Chalmette, and Jefferson as well as in five different locations within New Orleans itself. During 1990-91, the program provided 31 literacy seminars (training 520 new tutors) and two ESL seminars (producing 35 tutors).

In addition to the standard training, tutors are encouraged to participate in inservice training sponsored by the program two times a year. During 1990-91, 85 tutors participated. In the May 1991 inservice, held at the University of New Orleans, the following workshops were offered:

- Skill Book Three (in depth),
- Skill Book Four (in depth),
- Challenger Series,
- Tutor Talk,
- Family Dynamics,
- Stress Management,
- Review and Reinforcement Tools, and
- Organizing and Planning Group Instruction: Meeting Group Needs.

For the fall, a similar line-up of workshops was being planned, with the addition of workshops on other topics, including dyslexia. The inservice workshops are seen as a major tool for enhancing the instruction competency of tutors. The inservice events also strengthen the confidence of experienced tutors, to convince them to try small-group basic literacy tutoring.

Matching Tutors and Students. The program's objectives for this year include matching 1,000 tutors with basic literacy students, placing 30 volunteers in small-group instruction with ESL students, and placing 200 volunteers (currently involved in one-on-one basic literacy tutoring) in small-group literacy instruction involving three to five students. Although the program is likely to fall a little short of those objectives, these projections convey a sense of the magnitude of the matching process in Operation Mainstream. Most of the matching is done

by the area coordinators, with the director of training becoming involved when problems arise or when an area coordinator position is vacant.

Convenience is the most important criterion for matching. As part of the student enrollment and volunteer registration processes, students and tutors are asked about their preferred times and locations. In this case, location is rarely considered more exactly than by ZIP code, but time preferences are weighed very carefully. The criterion of convenience is usually combined with the premise that students should be matched on a first-come, first-served basis. On a practical basis this means that students are placed in order of their enrollment date.

These criteria can be overridden in some cases where the student has unusual needs, such as severe learning disabilities, or a tendency during prior instruction to not show up at tutoring sessions. When these situations occur, the area coordinator informs prospective tutors and, if they are not willing to work under those circumstances, will attempt to make other matches. Matching usually does not involve considerations of the demographic characteristics and preferences of the tutor or student, unless expressed in very strong terms. These situations are rare; usually matching works smoothly using the convenience and first-come, first-served criteria.

After the match is made, the area coordinator informs the tutor at the end of the training session and provides background information about the student. The tutor is responsible for contacting the student and making specific arrangements about where and when to meet. After those arrangements are made, the tutor informs the area coordinator, who will then deliver any needed materials to the location of the first tutoring session. Frequently, tutors or students come to the central office for their curriculum materials.

The match is not considered to be "made" until several tutoring sessions have occurred. Area coordinators reported that serious problems with tutor-student compatibility, facilities, or other matters are usually brought to their attention quickly and are resolved. The area coordinators reported that they call the tutors after a few weeks to verify that the match is working and to address problems. According to the area coordinators, only a small percentage of the matches do not work out. Those that do not are usually caused by the student not taking his or her responsibilities seriously.

Monitoring Tutor and Student Performance. Tutor performance is monitored in three ways. First, a few weeks after a new match is made, the area coordinator contacts the tutor to see if any problems are

present and to suggest ways to address them. If the tutor is having problems related to materials or tutoring techniques, the area coordinator either provides advice and suggestions or refers the tutor to a trainer or even the director of training. Other problems, such as a student who does not attend consistently, are dealt with on a case-by-case basis.

Second, the tutor is expected to submit a monthly report that indicates the number of hours spent with each student, the student's current Laubach book level, and any end-of-book test results. The report also includes a place for comments, and tutors are encouraged to use it to report problems and successes. Not all tutors submit their reports every month, and apparently some have to be prodded to get them in at all, but a majority of the tutors are reportedly conscientious about completing and submitting the forms. Newsletters and telephone calls from area coordinators are used to encourage tutors to prepare and submit their monthly reports. The situation is somewhat different in the areas with JTPA-funded services. The area coordinators who provide JTPA-funded services are required to submit detailed accounts of tutor hours related to services to JTPA participants. The tutors are strongly encouraged to submit those forms and are telephoned for the information if the forms are not submitted on time.

The third tutor monitoring method consists of informal procedures, including tutors contacting the area coordinator or a trainer following up on missing monthly tutor reports. The tutors are encouraged during training and through the newsletter to call should a problem arise. Although it is not possible to know how many of the tutors actually have problems but do not call, the area coordinators pointed out that they do receive many calls from tutors. Since much of the data to be reported comes from the monthly tutor report, when the reports stop coming in, area coordinators call to remind the tutors. Several area coordinators also mentioned that they organize tutor "support groups" that meet quarterly and receive feedback from the participants, but they noted that only a small proportion of their tutors attend those meetings.

Students' reading progress and attendance are monitored by their tutors. The area coordinator uses the WRAT or ESLOA to assess each new student's needs when he or she applies, but that seems to be the only time these tests are used. Tutors are encouraged to test their students frequently but informally, using end-of-section tests in the Laubach books. On a monthly basis, the tutor is to report those results and the overall pattern of the student's progress. Graduations are held twice a year to recognize the progress of students who completed four skills books or the Challenger series. These graduations are held in a central location (most recently in a large downtown church) and feature locally recognized speakers and testimonials by students and tutors.

Issues of Motivation

Requirements and Obligations of Volunteers. The primary requirement for tutors is to provide effective instruction to their students. The tutors are responsible for being prepared for each class, planning the instructional session in light of the student's needs and goals, ensuring that the appropriate materials are available, and tracking changes in the student's needs. The minimum expectation is that the tutor will meet with the student for 3 hours a week over a period of at least six months.

Tutors are requested to donate an $8 registration fee prior to training and to participate in a 12-hour training seminar for basic literacy and an additional six hours for ESL. Tutors must also submit a monthly tutor report that describes their activities for the month in terms of the hours spent with each of their students and the extent of the students' progress. Although the form asks for only limited amounts of information, a substantial minority of tutors do not submit them regularly.

While not a stated obligation, tutors are encouraged to take part in the in-service sessions that are scheduled twice during the year and to participate in the tutor support group within each area that meets on a quarterly basis.

Support for Tutors. Tutor support takes several forms, the most important being personal contact from program staff, area coordinators, and other tutors. In this regard, the role of the area coordinator is critical, as this individual monitors the performance of the tutor and provides assistance. Trainers are available to help the tutor work through specific teaching problems or to provide specialized testing for students who are in need of additional assessment.

The program also provides tutors more tangible support in the form of basic readers and workbooks and a library of other materials. The program offers tutors in-service training twice yearly, with the training geared toward the needs expressed by tutors. Tutors are encouraged to attend the South Central biennial conference and the national LLA conference. Since the South Central conference is held nearby in Arkansas, a few tutors attend along with area coordinators and other program staff.

The program provides an annual volunteer recognition dinner in one of the major downtown hotels. This past year, the dinner was underwritten by an anonymous volunteer and was covered by the local news media. Tutors and students attend this event. Plaques, certificates from the mayor, letters from Barbara Bush, and other awards are presented.

Volunteer Retention. Program staff regard volunteer retention as a major concern. They report several factors as being particularly important for maximizing retention, including factors related to matching, student characteristics, tutor motivation, and program support. Typically, more than half of all new tutors make it through their first year, but many drop out at that time and only about one-fourth continue longer than two years.

In terms of matching, program staff report that it is particularly important to place the tutor as soon as possible, or the enthusiasm engendered by recruitment and training may wane. In addition, it is important to take the tutor's preferences into account, especially the desired times and locations. Tutors may see themselves as "giving back to their communities," but prefer to do so without excessively interfering with other aspects of their lives.

The motivational level of the student is seen as a very important influence on tutor retention. Students who attend regularly, continue to try, and make progress usually provide greater rewards for their tutors than they may even for themselves. When students do not show up or fail to call, the tutor may feel a sense of personal failure and quickly become discouraged. Although the tutor is encouraged to call the area director, a trainer, or another member of the program staff when problems like this arise, some tutors are reportedly reluctant to bring their "problems" to the attention of others. Despite those obstacles, many tutors receive ongoing motivation simply from the visibility of Operation Mainstream in the region. The public service announcements on television, posters on the sides of buses, and frequent newspaper articles help the tutors realize they are part of something important and worthwhile.

The program supports its tutors in addressing motivational problems that stem from students. First, by assessing the student upon intake, the area coordinator can describe to the tutor what to expect. This guidance serves to temper unrealistic expectations and to advise of the difficulties to be encountered. The area coordinator also plays a second key role. One of the coordinator's primary functions is to provide an ongoing contact with the tutor in order to identify problems early and provide a friendly atmosphere. To illustrate the importance of the area coordinator, when an area coordinator position was vacant for a few months, both volunteer and student attrition rose noticeably, despite the efforts of central office personnel to keep the program going.

Issues in Assessing Progress and Attrition

Operation Mainstream is a large and still-growing program. It should be considered a major success story among volunteer literacy organizations for its demonstrated ability to find and manage diverse resources across a wide geographic area, recruit and train volunteers, and recruit and place students. Nonetheless, data are not available to assess several crucial aspects of the program, particularly volunteer and student attrition and the skills growth of students. More knowledge of each of these three aspects is also seen as important by the program; in fact, the first two program management needs listed by Operation Mainstream in its Annual Council Report to LLA were student retention and volunteer retention. The problem is that data are not yet comprehensive and systematic enough to permit the program to make judgments about how well it is doing or what it should do to improve the situation.

The program relies on the volunteer tutors, reporting through the area coordinators, to provide basic data on their own activities and those of their students. Although the importance of submitting data regularly is stressed during the tutor training, the practical reality is that many tutors are not willing to continue recording and reporting information that does not appear to be related directly to their daily responsibilities. While the area coordinators call the tutors regularly and use those calls to urge the tutors to submit their reports (or to gather the information from the tutor themselves), it is important to note that, on average, each of the area coordinators has about 100 tutors reporting to him or her. With this many people--all volunteers--it is perhaps unrealistic to expect the area coordinators to ensure the data are collected regularly.

In addition, there is no apparent purpose to the data, in the view of many of the tutors interviewed for this study. Funding is still provided, new tutors and students are recruited, and their own students continue to make some progress whether or not the monthly forms are submitted. In short, the tutors see little value in taking the time to complete the forms, although some reported they do so simply because they see it as part of their responsibilities.

It also should be noted that this program places much emphasis on monitoring the progress of students, but this does not necessarily mean that tutors have to give formal tests, such as the WRAT or ESLOA, on a regular basis. In fact, the most common form of testing is the use of the Laubach end-of-section or end-of-book review tests, which are used to determine whether the student is ready to move on. These tests, which also serve as the basis for students' awards and graduation certificates, are apparently widely and frequently used. Accordingly,

a tutor may have a very good sense of where the student is in Laubach book skill development, but that sense may not be easily translatable into a common scale for overall evaluation purposes.

Case Study of a Local LLA Program: Opportunity for Adult Reading Cleveland, Tennessee

Organization

Background. Opportunity for Adult Reading, Inc. (OAR), a local council of Laubach Literacy Action (LLA), is located in Cleveland, Tennessee, in Bradley County. Two Christian colleges and Cleveland State Community College are the town's postsecondary education institutions. The Cleveland City school system has six elementary schools, one junior high school, and one senior high school. Bradley Junior High, down the street from the literacy center, is the location of Adult Basic Education (ABE) classes.

Cleveland's population has grown from 26,000 in 1988 to 30,000 in 1991, due to the relocation of manufacturing firms from northern parts of the country. The largest manufacturing employers provide steady work for people with relatively low-level literacy skills. Recently, new technology calls for a small but growing number of employees to have higher-level skills. In addition to manufacturing, there are 750 farms in the county. The local population is largely white, with 11 percent blacks and 7 percent other minorities, primarily Hispanic. There are a small number of Asian and Ukrainian families.

Through the 1980s, OAR served an average of 150 students a year, but in 1990, more than 300 students were served, and more than 400 students came in during 1991 to be tested and assigned to an ABE class or an individual tutor. Approximately 80 volunteer tutors currently work with one or more students one-on-one. Several experienced volunteers also teach small groups in math, spelling, or language skills. The program is continually expanding, and plans are being considered for satellite locations.

OAR has always had paid staff and sponsorship through public funding. The program began in 1978 with a grant from the Fund for the Improvement of Postsecondary Education administered through the University of Tennessee. The program became affiliated with LLA in 1981, as 41 volunteers completed the Laubach tutor training program. Opportunity for Adult Reading became the official name in 1982, the same year the director position was funded by state legislative appropriations for volunteer literacy. The program actually carries two names: designated locally as OAR and, in its relationships with public education, as ABE I.

OAR received private, non-profit 501(c)(3) status in 1983. In 1986, it subcontracted with the Jobs Training Partnership Act (JTPA) in designing and implementing a concentrated tutoring program. Both students and tutors received stipends for 10 hours of instruction per week. OAR administered this program, alongside its regular one-on-one tutoring, through 1988.

Encouraged by the local United Way leadership, OAR became a full United Way Agency in 1987. During that year, OAR staff and volunteers, with help from local companies, renovated the upstairs of an historic mansion donated by the city into a center for tutors, students, counseling, a computer lab, and administrative offices. The center is open year round, about 53 hours per week: 8:30 a.m. to 8:00 p.m. Monday through Thursday, and 8:30 a.m. to 3:00 p.m. on Fridays. Most of the tutoring and small-group classes take place at the center.

Staffing Pattern. OAR is governed by a 20-member board of directors whose membership includes public school teachers, professors, tutors, and civic leaders. They meet bimonthly to discuss personnel changes, United Way relations, publicity, community events, and such developments as an upcoming workplace literacy program at one large manufacturing firm.

The paid staff includes a full-time director, a full-time JTPA recruiter/counselor, and a full-time VISTA literacy worker. The director brings to the program several years of experience as a Title I elementary school teacher in addition to more than 20 years of experience with adult literacy. Two part-time employees manage the office and perform recordkeeping and clerical tasks. A part-time work/study student will soon join the staff. In addition, one volunteer has been putting in as many as 20 hours a week for at least eight years as a tutor, workshop leader on learning-disabled adults, and speaker at community events. About 80 active volunteers tutor adult students and help at special events organized by the council.

Funding. OAR's total 1990-91 budget was $87,000. Of this, $43,000 came from state-administered (state and federal) funds, and $40,000 came from the United Way. Additional resources came from VISTA and from a federal work study program. Private contributions of $1,300, city-donated office space, and in-kind contributions of labor to work on renovations came from individuals and local companies. This funding base frees OAR from charging any fees to tutors or students, covers purchases of necessary books and materials, and pays for staff development activities. OAR provides funds for staff members or volunteers to attend regional literacy workshops, for council representatives to attend the Laubach biennial meetings, and a student representative has been assigned with expenses paid, to attend the New Reader Congress.

According to the financial manager, if funding were cut back, OAR would limit travel and other staff development functions and consider charging the volunteers dues for membership. Then, if it had to, it would charge tutors for workshop fees and materials. Only as a desperate last resort would it ever consider charging students anything because, according to the director, "their lives are often so difficult and complicated as it is."

About half the total budget goes toward salaries and payroll taxes. The next largest category of expenditures is for books, computer software materials, professional memberships and subscriptions to serve students and tutors, and the center's free lending library. Computer and office equipment, maintenance, supplies, postage, and telephone come next. Occupancy expenses and travel cost about $3,500 each per year, and about $1,300 is in a restricted account to cover new facility expenses. The only membership dues paid are $50 to LLA and $50 to the Tennessee Literacy Coalition. Miscellaneous expenses provide food and supplies for workshops and meetings.

Four funding sources pay the OAR/ABE I staff. The director and the JTPA recruiter/counselor are employees of the Bradley County Schools (receiving state-administered adult education funds). The two part-time office staff members are paid by United Way. VISTA pays for the VISTA volunteer. The work-study student is paid by the community college with federal funds (and United Way paying a small percentage).

Coordination. Most of OAR's coordination activities involve the state's ABE system, JTPA, and the United Way.

OAR tutors provide ABE I instruction to beginning adult learners--individual instruction from grade-equivalent 0-5.9. Adults testing at level 6.0 or above are referred to ABE II classes taught by part-time paid ($11/hour) ABE teachers at Bradley Junior High and other sites. Those who are assessed above ABE II can take GED classes at the community college.

OAR performs initial intake, testing and counseling for adults in the county. Potential students come to OAR, are interviewed and administered the "Select-ABLE" and, if appropriate, ABLE-II tests in accordance with state requirements. Then the director discusses the results with the students and immediately tells them whether they should have a volunteer tutor, join the ABE II class, take part in a math group led by a volunteer tutor until ready for ABE II, benefit from a certain computer program at the center, or take the GED predictor test at the community college.

The ABE Supervisor for the Bradley County Schools works closely with the OAR director, who is ABE I Coordinator for the school system. The supervisor hires the ABE II teachers, who hold Tennessee Teacher Certification, and schedules the new classes, which begin in October and January. ABE II experiences a long gap between classes ending in May and starting in October. To bridge the gap and minimize learning loss, OAR offers small-group math classes, an essay class, and individual tutoring for ABE II students throughout the summer through United Way funding.

Coordinating with the state's ABE program includes responding to ABE's frequent procedure changes. The director cited an example:

> When the State Department of Education mandated uniform testing, students were required to do all parts of the ABLE I and II tests to which Select-ABLE referred them. The next year the mandate was changed so that on the ABLE II test, applicants were only to take the reading comprehension and the problem-solving parts. We felt we also needed number operations, because many of the students can do well on problem-solving but can't regroup in subtraction, or know only a little of their multiplication tables. So we give the state their reading comprehension score and the problem-solving score, and *we* use their number operations score. We do it because we want to know how they operate numbers.
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> Now we are to use SORT and DST Math for those who previously would have used ABLE I. Also, for several years our program could only teach individuals who score below 5.0 on the ABLE tests. Now the guidelines have us teach all who score below 6.0. It has been difficult to keep up with the changes and to know how to re-test. And it has been hard to know when someone has actually completed our program.

JTPA serves economically disadvantaged adults who are unemployed, and job placement is its priority. In many cases the JTPA certification office refers clients to OAR for basic literacy instruction when the client does poorly on its Audio-Visual Tutorial Reading Test (AVT). The JTPA client is then given additional testing by OAR. It sometimes happens that the applicant scores too low on JTPA's test and then comes to OAR and scores too high on ABLE/Select-ABLE. In those instances, the client is usually referred to ABE II.

JTPA paperwork required for accountability purposes is regarded by OAR staff as something of a burden because the detailed data that must be filed frequently are not in a format useful for other purposes. In addition, last year JTPA monitors visited OAR/ABE I four times, each time examining the files of all JTPA-referred students (over 100 students).

United Way calls for monthly documentation of the past month's expenses and the next month's projected expenses. OAR also prepares an annual report for the United Way describing its goals, activities undertaken to meet the goals, and related developments. These reports are seen locally as more manageable than the forms required by JTPA and yield more useful information to the council. As a United Way member, OAR is not allowed to do other fund-raising, but United Way revenues, at the same time, free OAR from having to organize such events.

Coordination with the national LLA office is fairly active. OAR orders certificates and materials regularly from Laubach's publishing division, New Readers Press, and routinely attends national, regional, and state conferences. There have been occasional visits from national or state LLA office staff members. The director is on the National Steering Committee of LLA, which takes her to regional meetings and to Syracuse. OAR has frequently been asked to field test products or write opinions on materials for LLA or New Readers Press. Staff see the relationship as one of mutual support between local and national literacy endeavors.

The Tennessee Literacy Coalition administers VISTA literacy volunteers in Tennessee, and some coordination occurs in paying OAR's VISTA employee. VISTA pays her the equivalent of about $13,000 in salary and health insurance.

Recordkeeping. Recordkeeping for the state ABE program, JTPA, and the United Way is reported to occupy increasing amounts of staff time and care. The student intake interview form, which includes personal, educational, and test data, is the primary form for ABE data collection. The ABE office requires the local program to submit forms for each student annually, documenting entry-level test results, posttest results, and classes taken during the period. In addition, OAR submits a monthly summary sheet to the state ABE office totaling the number of adult education students reading at various levels, by demographic characteristics, and the numbers of teachers and tutors, including their hours, numbers of sessions, and data on students. The OAR/ABE "Contact Data Sheet" records each communication involving a staff person, tutor, or other person with ABE, and is filed as documentation.

An array of JTPA forms must be completed, including: "JTPA Income Status and Applicant's Statement," "JTPA Employability Assessment Form," and the "Employability Development Plan for JTPA Literacy Training Program." For United Way, OAR submits a monthly statement of past and projected upcoming expenses. An annual detailed income and expense statement and an annual report detailing all activities of the past year, numbers of students and tutors, and objectives for the next year are also submitted.

A form is submitted to the LLA national office each year. A new practice instituted at LLA last year requests data about the number of tutors and students served, staffing, and the program budget.

VISTA documentation consists of monthly and annual reports submitted to the VISTA literacy administration in Nashville. The VISTA employee is responsible for these reports. The two-page monthly forms require the VISTA volunteer to keep records of recruitment notices, numbers of students and tutors signed on in the past month, number of training activities, and recruitment plans for the coming month.

Two basic tutor records are maintained internally. A one-page Tutor Data form is filled out during the first session of tutor training. The bottom of this form indicates each match made, length of tutoring, the date on which tutoring of a given student ended, and the reason it ended. The other form is the Monthly Volunteer Time Record, which the tutor completes and gives to the office each month. The record notes lessons, date and time, number of hours, materials used, content covered, problems, and successes.

As the director summed it up: "We are tutoring more students than in past years. But the paperwork has increased tremendously, out of all proportion to the number of additional students we are serving. I try to keep my hand in and teach students as much as I can. But I am really becoming what I never wanted to be, a pencil-pusher."

Students

More than 400 students enrolled in OAR in 1991. In the past, students came in on their own volition, largely in response to television announcements or at relatives' prompting. At the present time, about one-third come in referred by JTPA or by the Department of Employment Services. This change has affected the composition of the students. Many of the referred students tend to be poorer, burdened by multiple personal problems, including child care and family illness, and less willing to be committed to a literacy program. This reportedly strains the emotional resources of the volunteer tutors, for such students are harder to teach and may fail to come to sessions.

Most of OAR's literacy students are white, from working class backgrounds, and younger than 50 years old. Students' entering reading levels vary widely, with many referred immediately to the ABE II class, while others begin with OAR's ABE I services (tutors or small-group lessons). The few limited English proficient students have been Hispanic, Asian, or Ukrainian. They may take tutoring from either an ESL-trained tutor or a "regular" tutor, if no ESL-trained tutor is available.

The students are not charged for literacy services. Materials are free, including workbooks. Students begin with the Laubach Way to Reading series, but, if for any reason that series does not fit the student, a wide variety of other approaches can be adopted. Library materials and computer programs are available to the students.

Students' goals tend to be personal, not academic: "to be able to read the Bible--or at least my Sunday School lessons," to get a driver's license, or keep pace at their workplace. Some want to earn their GED, while others want to catch up with their children in terms of reading ability so they can read to their school-aged children and fill out school forms.

Student progress tends to be slow or intermittent, and there is a large incidence of dropping out after one or two years. Few students (or tutors) leave town, though, and many return to the program later, under different personal circumstances, to start again. What most of the students reportedly find there, more than a path to academic achievement, is personal respect and a caring tutor who will listen and will counsel them. Reading is the vehicle by which many OAR students reportedly gain self-confidence.

Description of Volunteers

Profile of Volunteers. OAR has about 80 active volunteers on its roster, that is, they are currently tutoring one or more students, or they are teaching a small group. In 1990-91, OAR trained 65 volunteers, most of them in the basic tutor training class.

Most of the volunteer tutors are white, female, and 45 years old or older, with a sizable number of white males in the same age category. Tutors' occupations include teaching, library work, and homemaking. A

core of about a dozen older tutors have been with this program for many years. They know each other, the staff, and students well. Most new tutors are similar, in terms of their characteristics, to the more experienced tutors. New tutors learn about OAR through the town's monthly Newcomer Lunch, newspaper notices, or word of mouth from a neighbor. Five students at Lee College just completed tutor training and seem quite committed as they begin tutoring; but for the most part, the director's experiences with college students have not been positive, as their other priorities and demands often supersede a tutoring commitment to an adult student.

No formal incoming qualifications are sought besides commitment, caring, patience, and love of reading. Academic training in special education is noted with interest, for the person may be able to help with learning-disabled adults, but this is certainly not a requirement.

No screening takes place, but during the course of a four-session training, the trainers are alert to any candidate who appears to lack sensitivity based on his or her comments or attitudes. Such candidates, in particular, are usually never matched.

Below are snapshots of a few tutors at OAR:

- A young married woman, who is a Laubach-certified trainer, earned her master's degree in accounting. She enjoyed teaching accounting and responded to an ad in the newspaper to teach adults literacy eight years ago. From one student, she moved on to a second and then a third. She loved tutoring and, to be more familiar with special needs problems, she earned a master's degree in special education. Now on OAR's training team, she led an inservice tutor workshop on teaching learning disabled adults. She is building a tutor support group by organizing monthly inservice workshops on various instructional topics.

- A teacher who retired in 1981 went to the Community Services Agency to see about becoming a literacy tutor. She goes to the home of a Ukrainian couple for two hours, once a week. Not only does she tutor, but she helps them cook American style food and run errands. Because the Laubach series seemed too difficult for them, she uses the Oxford Picture Dictionary.

- A long-term tutor started volunteering in New Haven, Connecticut's ABE classes 25 years ago. When she moved to Cleveland, TN, she continued with small-group instruction. At OAR she has two math groups, each meeting once a week, with eight or nine students per group. Many times students don't show up, but she observes: "Most of my students have lots of other problems. Most of my students have been referred by the Women, Infants, and Children (WIC) program and JTPA."

- One experienced tutor has been tapped to teach an ABE II class at $11/hour. She will do this in addition to her two groups. Each summer she teaches the "bridge" essay class at OAR for ABE students to fill the instructional gap between the end of ABE class in May and the next session in October.

- A retired engineer has been tutoring a learning disabled candy-factory worker for the past three years. He is proud of his student's progress, currently at about a third-grade reading level. As we spoke, the director approached him about a new student, a young woman who had come in earlier that day in need of math tutoring. He listened as she described her history, and then he agreed to take her as a second student.

Recruitment. The *Cleveland Daily Banner* champions the literacy program by printing a weekly column regarding an aspect of the literacy program. Almost every column ends with an opportunity for involvement as a student or a tutor, which includes the center's telephone number.

Elsewhere in the newspaper, recruitment notices appear regularly with other public service volunteer opportunities. The local TV and radio stations also feature public service announcements. The recruitment notices and public service announcements are timed to coincide with the four or five basic tutor training sessions that are planned for each year. A training session is always held several weeks before ABE classes begin in October and January in order to have enough tutors ready for those ABE registrants. In addition to those "set" training sessions, additional tutor training sessions are organized and publicized when the number of new students increases beyond the current OAR capacity.

Training of Tutors. During the past year, four Laubach basic tutor training courses were held, each lasting 12 hours spread over four sessions in two weeks. One of these courses offered identical sessions in the morning and evening to allow flexibility for attendance. One ESL training program was offered last year; however, when a foreign student appears and an ESL-trained tutor is not available, the director and the VISTA coordinator assign a basic literacy tutor. At OAR, ESL-tutor training is seen as desirable but not critical to a good match with a foreign student who has some English skills.

Tutor training sessions are conducted by one or two members of the six-member training team. For the basic tutor training (i.e., the Laubach Way to Reading Video-Based Workshop), two or more of the trainers take turns giving part of the training. An experienced tutor who is apprenticing might be called in to teach a portion of a training. Videos round out the training course. Training is supplemented by a newly formed tutor support

group, which consists of monthly inservice workshops focused on instructional topics. Tutors attend the meetings voluntarily, providing a chance for new and experienced tutors to exchange ideas.

Matching Tutors and Students. During the last one of the four tutor training sessions, new tutors complete a form indicating preferences for certain kinds of tutoring or certain student characteristics. In addition, the director and the VISTA worker, who bring the files of new students to this session, talk with each new tutor to get a sense of what might work out based on their knowledge of the new students.

No strict criteria are followed for matching, but OAR generally adheres to a few principles. For example, a tutor with little confidence may be matched with a relatively low-level, non-learning-disabled reader, while more confident tutors or those with teaching backgrounds may get a more advanced reader or one with more challenging personal circumstances.

Each new tutor leaves the final training session with the name, address, telephone number, and personal history of a student who needs instruction. The tutor calls the student immediately, and instruction usually begins within days. Immediate follow-through with every student is seen as a key to success. The director and OAR staff ensure that by the end of the students' first encounters at the center they know what kind of instruction they will participate in and that shortly someone will call. If students have to wait before a tutor is assigned, they are placed in a small-group math or essay class, or they are started on computer-assisted instruction with staff guidance.

While the director and the staff greet and talk with every tutoring pair that come to the center, they acknowledge they do not monitor home-based tutoring as much as is needed. For students and tutors who use the center, on the other hand, every kind of help and counseling is available, with two or more staff members on duty whenever OAR is open. No observation or assessment takes place at beginning tutorial sessions. Said one of the members of the training team: "Students are frightened enough of a tutor who has actually been a teacher. For me to sit in would frighten both the student and the tutor!"

The tutor and student decide on the length and frequency of sessions. Once or twice a week, for one to two hours a session, is the norm. Tutors usually begin with the Laubach Way to Reading, but freely use other materials that seem to work with an individual.

Issues of Motivation

Requirements and Obligations of Volunteers. With the United Way's and ABE's steady funding, neither tutor nor student has to pay for any books, other instructional materials, courses, or memberships.

Tutors keep a monthly record of each student they teach. For each student, a one-page form is prepared for the office that documents hours of instruction, content covered during each session, and progress or problems. The staff handles all other recordkeeping, enabling the tutors to focus on the central work of instruction.

Support for Tutors. Convenient monthly inservice workshops are available as a tutor support group activity. Any tutor who is ambitious to be a trainer or paid staff, or to attend a literacy conference has an open road to such advancement. While a few take advantage of these professional development opportunities, most tutors want only to work with their students.

There is no system in place for calling tutors regularly to find out how their sessions are progressing or to learn about problems; however, tutors do not report this as an inadequacy in program support.

Though there is no financial support for tutors, many tutors willingly buy supplementary reading material of personal interest to their students, or freely drive students to social service agencies and clinics, waiting with them if necessary and not expecting reimbursement for gas.

Tutors reportedly do not receive their primary motivation from the formal recognition activities of the program, such as receiving their 40-hour or 300-hour certificates bestowed at the twice-yearly dinners for tutors, students and families. Their deepest reward is seeing the look on a student's face when the student has read a paragraph unassisted or achieved a personal goal.

Issues in Assessing Progress and Attrition

Personal obstacles faced by the students limit the ability to draw conclusions about their reading progress, since their participation often appears to be interrupted and sometimes stretches into years. Over this span,

students' lives or medical circumstances change, they move, or their interest flags. At the same time, their volunteer tutors' circumstances are also likely to change.

OAR is not deeply concerned about low or incompletely documented grade level gains, although they reportedly make every effort to assure and document gains. The program's primary goal is to use the teaching of basic literacy skills to help students gain the confidence they had not received from traditional schooling or from their families. This enables students to take critical steps toward independent, productive lives as citizens and workers.

Computation of attrition incidence is also clouded; students may leave and return several times over a period of years. Neither are records maintained in sufficient detail to draw conclusions about volunteer attrition. There is a strong reluctance to record tutors or students as "terminated," for many people take time out to travel, attend to family or medical matters, or just take a break from tutoring sessions.

A quarterly record on student terminations is kept as part of OAR's database on students. The July 1, 1991 roster of students showed 232 enrolled students. At the end of September, the roster listed 24 terminations: 15 were tied to a volunteer's termination, five were due to the student's getting a job, and four were due to achieving a reading level that moved the student to ABE II. These "terminations" do not constitute dropout data. In many cases, for example, new matches are made eventually. In fact, the executive director reports that there are basically no dropouts, since those listed as terminations are always encouraged to return to the program, and the director states that "dozens do return each year. Their previous files are then updated and re-activated."

In sum, personal obstacles cause reading progress to be slow and difficult to document. The goal of mastering basic literacy skills is not always immediately pressing; to be sure, many jobs in this area can be performed adequately with relatively low literacy skills. These factors make it difficult to expect consistent, rigorous measurement of individual reading-level gains. Data on student and tutor attrition are similarly incomplete. Specifically, there is a strong disincentive to count anyone as permanently terminated.